



# Migration and Development Policies and Practices

A mapping study of eleven European countries and the European Commission

Commissioned and funded by:



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**Swiss Agency for Development  
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Prepared by the International Centre for Migration Policy Development (ICMPD), Vienna – Austria and the European Centre for Development Policy Management (ECDPM), Maastricht – The Netherlands

Commissioned and funded by the Swiss Agency for Development and Cooperation, Berne – Switzerland

**ICMPD and ECDPM • May 2013**

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## Acknowledgements

The authors of this study would like to thank all government counterparts who kindly contributed to this study by sharing information and reviewing the draft chapters of the analysis. The contributions of the following co-authors are also acknowledged with gratitude: Ane Kristine Djupedal, Julie Héraud, Katharina Natter, Lisa Salcedo Pfeiffer and Petra Mezzetti. Furthermore, the thoughtful advice of Lukas Gehrke throughout the process is greatly appreciated.

Finally, the authors would also like to thank the Global Program on Migration and Development as well as the Policy & Analysis Division at SDC for their valuable inputs and guidance. The analysis presented in this study, however, does not represent the views of any organisation and the authors take full responsibility for any errors that may remain.

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Layout and design by Rrota, Pristina, [www.rrota.com](http://www.rrota.com)  
Printed and bound in Austria by Communication Network

ISBN 978-3-902880-02-4

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## List of Acronyms

<b>ACP</b>	African, Caribbean and Pacific Group of States
<b>AECID</b>	Spanish Agency for International Development Cooperation
<b>AU</b>	African Union
<b>AVRR</b>	Assisted Voluntary Return and Reintegration Programmes
<b>BMZ</b>	German Federal Ministry for Economic Cooperation and Development
<b>CIM</b>	German Center for International Migration and Development
<b>DAC</b>	Development Assistance Committee (OECD)
<b>DANIDA</b>	Danish International Development Cooperation Agency
<b>DfID</b>	Department for International Development (UK)
<b>DG DEVCO</b>	Directorate General Development and Cooperation (EC)
<b>DG Home</b>	Directorate General for Home Affairs (EC)
<b>DKK</b>	Danish Krone
<b>EC</b>	European Commission
<b>ECDPM</b>	European Centre for Development Policy Management
<b>ECOWAS</b>	Economic Community Of West African States
<b>EEAS</b>	European External Action Service
<b>EMN</b>	European Migration Network
<b>EU</b>	European Union
<b>EuroMed</b>	Euro-Mediterranean Partnership
<b>EuropeAid</b>	Directorate General Development and Cooperation
<b>FDA</b>	French Development Agency
<b>GAM</b>	Global Approach to Migration
<b>GAMM</b>	Global Approach to Migration and Mobility
<b>GCIM</b>	Global Commission on International Migration
<b>GFMD</b>	Global Forum on Migration and Development
<b>GIZ</b>	Deutsche Gesellschaft für Internationale Zusammenarbeit (Germany)
<b>GMG</b>	Global Migration Group
<b>GPMD</b>	Global Program Migration and Development at SDC
<b>ICMPD</b>	International Centre for Migration Policy Development
<b>IDP</b>	Internally Displaced Person
<b>ILO</b>	International Labor Organization
<b>i-Map</b>	Interactive Map on Migration
<b>IOM</b>	International Organization for Migration
<b>JHA</b>	Justice and Home Affairs Council
<b>JMDI</b>	EC-UN Joint Migration and Development Initiative
<b>M&amp;D</b>	Migration and Development
<b>MDGs</b>	Millennium Development Goals
<b>MIDA</b>	Migration for Development in Africa
<b>MME</b>	Africa-EU Migration, Mobility and Employment Partnership
<b>MTM</b>	Mediterranean Transit Migration dialogue
<b>NGO</b>	Non-Governmental Organisation
<b>NORAD</b>	Norwegian Agency for Development Cooperation
<b>ODA</b>	Official Development Assistance
<b>OECD</b>	Organisation for Economic Co-operation and Development
<b>OFII</b>	French Office for Immigration and Integration
<b>PCD</b>	Policy Coherence for Development
<b>Rabat Process</b>	Euro-African Migration and Development Process
<b>ROI</b>	Regions of Origin Initiative
<b>SDC</b>	Swiss Agency for Development and Cooperation
<b>SIDA</b>	Swedish International Development Cooperation Agency
<b>UN</b>	United Nations
<b>UNHLD</b>	United Nations High Level Dialogue on International Migration and Development
<b>UNDP</b>	United Nations Development Programme
<b>WB</b>	World Bank
<b>WHO</b>	World Health Organization

## Foreword

In Switzerland more than one quarter of the active workforce is foreign-born, contributing to the economic and social wellbeing of my country. In Bangladesh, 13% of the households receiving remittances are below the poverty line compared to 34% not profiting from these financial flows. Two random examples to highlight one simple fact – migration is a development factor around the globe. Migration has in addition always been an individual strategy to seek better life, overcome poverty, mitigate risks and flee from danger, whatever its form.

Migration is, however, not the panacea to all the development challenges. Migration can disrupt development processes notably through the emigration of high skilled men and women and the influx of migrants can put additional strains on receiving societies. Human mobility may induce vulnerabilities for the migrants and family members requiring mechanisms of protection guaranteeing access to justice. Migration shouldn't therefore be considered in terms of good or bad. Migration simply is! Despite all existing barriers, it continues to be a growing phenomenon of our globalized world and, as such, requests further attention to be embraced in our relevant policies and practices.

In 2013 we are at a cross road of important global events that will impact on the

way migration will be tackled in the future sustainable development agenda and in the M&D debate: As member of the international community, it is also our responsibility to create the conducive environment for a in depth discussion on migration from a development perspective. Switzerland is co leading together with Bangladesh the thematic consultation on Population Dynamics which aims at finding an appropriate place for migration in the Post 2015 process. We should be even more ambitious and mainstream migration not only in national development strategies and in our development programs, but also in development framework of international organizations. We should continue building partnerships and coherence to enrich our policy development processes, exchange best practices and generate knowledge.

In addition to the Post 2015 process going on, there are other landmark events at the global level. From the second UN High Level Dialogue on Migration and Development, the review of the International Conference on Population and Development (*ICPD Beyond 2014*) and the next Global Forum on Migration and Development in early 2014, we will be called upon to further strengthen a coherent and comprehensive migration and development narrative which can be translated into concrete actions on the ground.

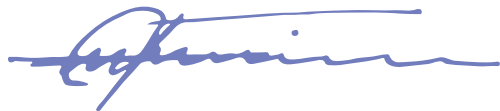
I am confident that this report, will contribute not only to substantiate dialogue processes but also generate tangible results. It does not intend to present a blue print on how to best address migration and development. It presents to the reader a snapshot of 12 case studies and the important amount of thought provoking projects, strategies and policies that have already been gathered. I also hope that this mapping, which represents a vast resource of possibilities on how to better address the inter-linkages between migration and development, will motivate more development agencies to actively engage in this topic.

Switzerland, for its part, will use the report also as an internal tool and inspiration to further enhance the level of coherence in our programs and strengthen the mainstreaming of migration in our own development planning. I am confident that this publication will give you, the reader, the inspiration to do the same. I encourage you to look critically at the thorough analysis and interesting recommen-

dations included in this publication. While it is apparent that important progresses have been achieved many more challenges lie before us. Let us continue our discussions and join forces to ensure that migration will continue to be a driver for sustainable human development.

Last but not least, I would like to congratulate the two teams at the International Centre for Migration Policy Development (ICMPD) and the European Centre for Development Policy Management (ECDPM) for their excellent work and collaboration on this publication.

Swiss Agency for Development and  
Cooperation



Martin Dahinden  
Director General







Migration and its linkages to and impact on human, socio-economic and political development currently features prominently on the international agenda. The United Nations (UN) General Assembly discussed the intersections between migration and development (M&D) in 2006 and will hold its second High-Level Dialogue on International Migration and

across policies and actions between migration policy objectives on the one hand, and development cooperation policy goals on the other. Finally, the member states of the Organisation for Economic Co-operation and Development (OECD) have committed to promoting Policy Coherence for Development (PCD) by taking account of development objectives in policies

*This study will provide valuable input for continued policy discussions at the European level and beyond, as well as assist states in identifying future directions and common ground for addressing the inherent development potential of migration in the global, regional and national M&D debates.*

Development during its sixty-eighth session in October 2013. In addition to this, two other processes at global level will have implications on the M&D agenda: the follow-up to the Cairo International Conference on Population and Development in 2014 and the global preparations of the post-2015 development agenda, which also takes into consideration a third process: Rio+20.

In view of these ongoing high-level processes, it is both topical and timely to analyse the characteristics of current M&D policies. The key objective of this study is to analyse current policies, practices and trends in the field of M&D in eleven countries in Europe as well as the European Commission (EC). It answers questions on the scope of M&D policies in these countries, underlying concepts and principles, the institutional framework in which M&D policies are implemented, as well as on concrete activities and engagement in regional and international fora. It also assesses the steps that have been taken to ensure “intra-governmental policy coherence”; that is, coherence

other than development cooperation on developing countries, which is of specific relevance for migration policies and their impact on development.

It is expected that this study will provide valuable input for continued policy discussions at the European level and beyond, as well as assist states in identifying future directions and common ground for addressing the inherent development potential of migration in the global, regional and national M&D debates. It should also serve to stimulate discussions on policy coherence and M&D objectives among the full range of stakeholders involved in the formulation and/or implementation of M&D policies and programmes. As such, it is intended to encourage not only more coherence within governments but also “inter-governmental coherence”, that is, coherence across countries on M&D policies.

The Swiss Agency for Development and Cooperation (SDC) and the research team consciously chose a methodology whereby the

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researchers prepared the analysis based on available public sources, conducted complementary telephone interviews and later shared the draft country chapters with government counterparts in the selected countries and the EC, with the request to check for factual inaccuracies or missing elements. This direct interaction with the mapped governments and the EC not only allowed for a more efficient collection of information but also highlighted the fact that this mapping was not only possible thanks to the financial support of Switzerland but that it also addressed a genuine interest by all of partners to contribute to such a publication. Section 1.1 below presents the methodological approach in more detail.

## 1.1. Methodological approach

This study, commissioned by the SDC, was conducted from May 2012 to April 2013 with a data collection phase undertaken between May 2012 and September 2012. This methodological approach consisted of three components: desk research, semi-structured telephone interviews and a comparative analysis.

As a first step the research team conducted desk research examining the basic values and policy principles on which the concept of M&D is based in the mapped countries, the institutional set-up related to M&D with particular attention to coherence between the two policy fields, the operational M&D activities as well as the countries' engagement in the international and multilateral M&D fora. The research team also sought to review M&D in relation to overall progress made in terms of promoting

migration policies towards global development objectives as agreed at UN and EU levels and through national political declarations, as applicable. In line with the overall objective of this study, the research team reviewed available public documentation on each of the mapped countries. The decision to rely on publicly available documents as the key source of information resulted in more information being available on some countries than on others. This limitation was addressed by conducting complementary telephone interviews with government stakeholders in all of the mapped countries.

As a second step, the research team conducted semi-structured telephone interviews with key government stakeholders in the mapped countries.<sup>1</sup> The research team used an interview form to guide the interviews, which can be found in Annex I, tailoring each interview to the results of the desk research. Country chapters were then updated and complemented with information from the interviews and draft chapters subsequently shared with the respective government counterparts with the request to check for factual inaccuracies or missing elements.

In a third step, the research team sought to identify common patterns in the concept of M&D, the institutional set-up, the countries' operational activities and engagement in the international fora. The objective of this comparative part was to identify current trends in the coverage of M&D themes in the countries' portfolio, as well as to distinguish the different directions taken in the mapped countries to ensure policy coherence between M&D policy fields.

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<sup>1</sup> Given their purpose to supplement the information collected through the desk study the consultations of government officials should not be considered as a separate method for data collection but rather as a means for quality control and verification. Because of this, the information presented in this report does not systematically indicate when information was sourced through focal points but only does so when information was provided that is not available in the documents or in relation to particular points or analysis that were presented to the study team.



This methodology allowed the research team to generate information on current trends and the status quo on M&D policies while minimising time investments sought from M&D government officials, but some limitations should be acknowledged. First, just as any other research conducted over a limited period of time, this study presents a snapshot of a dynamic and emerging M&D field, which in some countries has evolved substantially since the data was collected.<sup>2</sup> Second, in order to conduct the study within a short time-frame and with a modest budget, only government officials were consulted, so the

information may present a certain government bias, as it has not been complemented by, for example, non-governmental actors or international organisations. A third and final limitation regards data verification, as the research team used single government entry points and therefore cannot ensure that each country chapter has been seen by the full spectrum of government M&D stakeholders. On this note, it should be mentioned that the country chapters have been checked by the states but that the views and analysis presented in the report are those of the authors alone.

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<sup>2</sup> For example, both France and the Netherlands had general elections either during or shortly after the period during which data was collected, which affected the institutional set-up of M&D.







This chapter presents the key findings of the comparative analysis based on the mappings of the eleven countries and the EC. Milestones and key developments in the global M&D discourse introduce and set the context for the chapter and also provide a direct comparison with how M&D has been conceptualized at the European level. The subsequent sections present the institutional framework and policy coherence for M&D; how M&D has been operationalised in the various countries and finally addresses involvement in international fora on M&D.

## 2.1. The Global Migration & Development Policy Discourse

M&D broadly refers to the particular area of research and policy-making which is concerned with inter-linkages between migration and development. This immediately raises definitional issues, as any further characterisation of *play an important role in the development of the poorer countries of origin*".<sup>3</sup> This came in sharp contrast to the previous trend in development thinking and practice which had been either indifferent – with M&D consid-

*The main characteristic of the M&D debate, in the way it was framed in the last ten years, was therefore its positive take on the potential contribution of migration – if adequately managed – to development.*

an M&D concept would require an explicit definition of the two terms involved. In the absence of a unique definition of either migration or development, it is impossible to single out an M&D concept as such. The policy field of M&D, as it has been framed since it began to gain international attention at the end of the 20<sup>th</sup> century, is *contested and constantly evolving*.

At the heart of the recent upsurge of interest in this topic was a particular understanding of M&D, namely "that *migration from the developing to the developed world [could]*

ered as distinct, separate areas of concern – or negative – with migration seen as "a symptom of development failure".<sup>4</sup> Within the research community, M&D was not a new topic and had been debated for several decades, with research and policy discussions alternating like a 'pendulum' between phases of optimism, pessimism or neglect.<sup>5</sup> The main characteristic of the M&D debate, in the way it was framed in the last ten years, was therefore *its positive take on the potential contribution of migration – if adequately managed – to development*.

3 Skeldon, R, 'International migration as a tool in development policy: a passing phase?'. *Population and Development Review*, 2008, 34 (1): 1-18.

4 Bakewell, O., 'Keeping them in their place: the ambivalent relationship between development and migration in Africa.' *Third World Quarterly*, 2008, 29 (7): 1341-1358.

5 De Haas, H., 'The Migration and Development Pendulum: A Critical View on Research and Policy.' *International Migration*, 2012, 50 (3): 8-25.

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### 2.1.1. Early Migration & Development Milestones

The 1994 International Conference on Population and Development (ICPD), which gathered 179 governments in Cairo, constitutes a landmark in M&D.<sup>6</sup> The ICPD resulted in the adoption of a 20-year comprehensive Programme of Action (PoA) containing a set of internationally agreed recommendations on both internal and international migration. Chapter X of the Cairo PoA, which is concerned with international migration, includes a specific section on “International migration and development”. “Encouraging more cooperation and dialogue between countries of origin and countries of destination in order to maximise the benefits of migration to those concerned and increase the likelihood that migration has positive consequences for the development of both sending and receiving countries” features among the related objectives.

Cairo was a key step in the recognition of international M&D as an issue of interest within the UN context. Since 1994, this issue has been discussed biennially by the Second Committee of the UN General Assembly, while the Third Committee annually discusses the human rights of migrants. However, it proved impossible to convene an international conference on the subject, principally due to the reluctance of key destination countries, hence, dialogue and cooperation on migration initially developed at the regional or inter-regional level in the framework of a series of state-led, non binding, regional

migration dialogues or consultative processes. Although these dialogues initially tended to focus on migration management issues, M&D considerations were included in some of them, paving the way for progress in this area at the global level.

*The Berne Initiative*, a state-led consultative process launched in June 2001 by the Government of Switzerland, precisely attempted to draw on discussions held within RCPs to put together a set of “common understandings” and “effective practices” at the international level, including on M&D. The process resulted in the publication in December 2004 of a non-binding reference framework, the “International Agenda for Migration Management” (IAMM). One of the 20 common understanding statements acknowledges the “close and complex relationship between migration and development” and notes that, if “properly managed, that relationship can contribute to the development of States and their populations”.<sup>7</sup>

Meanwhile the then UN-Secretary General, Kofi Annan, kept pushing for the integration of migration in the international community agenda<sup>8</sup>, and in December 2003, a compromise was finally found at the UN General Assembly with the decision to organise a High-Level Dialogue on International Migration and Development (UNHLD) in 2006, without a negotiated outcome. In 2003, the so-called ‘Doyle Report’, the result of a UN working group on international migration mandated by Kofi Annan and

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6 The following developments partly rely on a recent review of key steps in international migration and development from Cairo to the present, see IOM and UNFPA, *Towards the 2013 High-Level Dialogue on International Migration and Development: From the 1994 Cairo International Conference on Population and Development to the Present*. Background Paper, 2013 High-Level Dialogue Roundtables, 2012..

7 IOM, Federal Office for Migration (FOM), *The Berne Initiative. International Agenda for Migration Management*, 2005, viewed on 10 January 2013, <http://publications.iom.int/bookstore/free/IAMM.pdf>.

8 Notably in his 2002 report “Strengthening of the United Nations: an agenda for further change”, see United Nations Secretary General, *Strengthening of the United Nations: an agenda for further change*, (A/57/387), 2002, viewed on 17 February 2013, <http://www.un.org/events/action2/A.57.0387.pdf>.

led by Assistant Secretary General Michael Doyle, suggested the creation of an independent commission to look into how to strengthen national, regional, and global governance of international migration. As a result, and acting on the encouragement of the UN Secretary General, Sweden and Switzerland, together with the governments of Brazil, Morocco, and the Philippines, decided to establish the *Global Commission on International Migration (GCIM)*<sup>9</sup> which published its final report “Migration in an interconnected world: new directions for action” in October 2005.<sup>10</sup> The report puts forward a number of “principles for action”, including those on migration and development, with the stated objective of “realising the potential of human mobility”.

*All these efforts culminated in 2006 with the organisation of the first UNHLD in September with the purpose of discussing “the multidimensional aspects of international migration and development in order to identify appropriate ways and means to maximise its development benefits and minimise its negative impacts”.* The dialogue further contributed to build consensus on M&D, casting migration, “if supported by the right set of policies” as “a positive force for development in both countries of origin and countries of destination”.<sup>11</sup> 2006 also saw the appointment of a

Special Representative of the Secretary General (SRSG) for Migration in January and the establishment of the Global Migration Group (GMG), an inter-agency coordination group in April, which is currently comprised of 16 entities.<sup>12</sup> The UNHLD led to the creation of the Global Forum on Migration and Development (GFMD), spearheaded by Belgium and supported by a group of states, aiming, *inter alia*, at fostering dialogue on “challenges and opportunities of the migration-development nexus<sup>13</sup>” and promoting the exchange of good practices “in order to maximise the development benefits of migration and migration flows”. The GFMD was established as an informal, non-binding, voluntary and government-led process outside the UN system, yet connected to it through both the GMG and the SRSG, an architecture that has been maintained to date.<sup>14</sup>

*This overview points towards a relatively consistent conceptualisation of M&D in the way it was framed and progressively integrated in international discussions until the mid-2000s. At the heart of this conceptualisation are efforts to build on potentially beneficial effects of international migration cast as “tools” for promoting development in poorer countries of origin.*<sup>15</sup> This particular conceptualisation of M&D initially tended to focus on a number

9 Global Commission on International Migration, *Webpage*, viewed on 29 April 2013, [www.gcim.org](http://www.gcim.org)

10 Global Commission on International Migration, *Migration in an interconnected world: new directions for action*. Switzerland: SRO-Kundig, 2005, viewed on 20 January 2013, [http://www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/policy\\_and\\_research/gcim/GCIM\\_Report\\_Complete.pdf](http://www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/policy_and_research/gcim/GCIM_Report_Complete.pdf).

11 President of the General Assembly, *Note by the President of the General Assembly. Summary of the High-level Dialogue on International Migration and Development*, Note by the President of the General Assembly (A/61/515), 2006, viewed on 17 February 2013, [http://www.globalmigrationgroup.org/uploads/documents/Summary\\_HLD\\_2006.pdf](http://www.globalmigrationgroup.org/uploads/documents/Summary_HLD_2006.pdf).

12 See website of the Global Migration Group, viewed on 17 February 2013, <http://www.globalmigrationgroup.org/>.

13 The expression “migration-development nexus” was first introduced in a landmark 2002 publication (Nyberg-Sørensen, N., Van Hear, N. and Engberg-Pedersen, P., ‘The Migration–Development Nexus. Evidence and Policy Options. State-of-the-Art Overview’. *International Migration*, 2002, 40 (5): 3–47).

14 Since its creation in 2007, the GFMD was successfully hosted by Belgium, the Philippines, Greece, Mexico, Switzerland and Mauritius while Sweden has assumed chairmanship for 2013–2014.

15 Skeldon, 2008, op. cit.

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of migrants' "resources" or "assets" to be "mobilised", "harnessed", "leveraged" or more prosaically "tapped into" for the benefit of their country of origin.

### 2.1.2. Main Themes and Approaches

The focus on migrants' resources has particularly been applied by the countries analysed in the area of *remittances, skilled workers and brain drain, and diaspora for development*.

*Remittances have attracted enormous attention in the context on M&D.* The issue already featured in the Cairo PoA but was really brought to the fore in the early 2000s. The 2003 issue of the World Bank (WB) "Global Development Finance" report<sup>16</sup> was particularly

tional M&D agenda. Remittances entered the G8 agenda as early as 2004 and the G8 Heads of State endorsed in 2009 the "5x5" objective of reducing the average cost of sending remittances globally by 5 percentage points over 5 years. The reduction of transfer costs was also endorsed by the G20 in 2010.

*Skilled migration effects on countries of origin have been another central concern of the M&D nexus.* The first programmes attempting to link M&D date back to the 1970s and precisely aimed at promoting the "return and reintegration of qualified nationals" to their developing countries of origin as a way to counteract brain drain.<sup>18</sup> Accounts of the acceleration of highly-skilled migration to developed countries

*M&D initially tended to focus on a number of migrants' "resources" or "assets" to be "tapped into" for the benefit of their country of origin.*

influential. The report documented a steady increase of remittance flows and highlighted their contra-cyclic character and relative stability as a source of external finance, particularly when compared to other international financial flows, such as export income, FDI or Official Development Assistance (ODA). Macro-economic studies establishing remittances' poverty-reduction effects also contributed to the surge of interest in migrants' financial transfers.<sup>17</sup> Improving remittance data, increasing the volume of formally transferred flows and promoting their productive use have remained ever since at the top of the interna-

and renewed theoretical controversies on its effects firmly placed the issue on the agenda, along with remittances, as attested by a 2006 WB publication on "International Migration, Remittances and the Brain Drain", which discussed the extent of the phenomenon and the relevance of brain drain, brain gain, and brain waste theories. The 2005 report of the GCIM echoed research findings that questioned the effectiveness of solutions aimed at controlling skilled workers' movements and recommended structural improvements in countries of origin in terms of training and working conditions, as well as better planning for labour market

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<sup>16</sup> World Bank, *Global Development Finance*, Washington DC: World Bank, 2003, viewed on 18 February 2013, [http://siteresources.worldbank.org/GDFINT/Resources/334952-1257197848300/GDF\\_vol\\_1\\_web.pdf](http://siteresources.worldbank.org/GDFINT/Resources/334952-1257197848300/GDF_vol_1_web.pdf).

<sup>17</sup> Adams, R. H., Page, J., 'Do international migration and remittances reduce poverty in developing countries?' *World Development*, 2005, 33 (10): 1645-69.

<sup>18</sup> Pires, J., 'Return and reintegration of qualified nationals from developing countries residing abroad: the IOM programme experience', *International Migration*, 1992, 30 (3-4): 353-375.



needs in destination countries. Interestingly though, M&D policy discussions primarily picked up on the first type of interventions, advocating for ethical recruitment, notably in the health sector, and promoting return (including in virtual and temporary forms) and circulation of skilled migrants.

The focus on migrant resources' mobilisation prompted *calls for broader consideration of the role of diaspora in development and poverty reduction in their countries of origin "beyond remittances"*.<sup>19</sup> A large body of literature on "diaspora and development"

mulation and implementation of development cooperation in their country of origin.

### 2.1.3. The "3 Cs": Capacity, Coherence and Cooperation

*Beyond their thematic focus, M&D discussions brought profound changes in the overall approach to migration issues.* With migration cast as a source of mutual developmental benefits for sending and receiving countries, as well as for migrants, a new space opened for inter-state cooperation as well as for dialogue and consultation with a broad range of non-state actors, such as migrant associations and

*The need to reinforce consistency between migration, development and other inter-related policies also brought to the fore the concept of policy coherence.*

quickly developed, pointing towards interactions between a large variety of transnational actors, such as diaspora associations and networks, and countries of origin. A few "success stories", such as the role played by the Mexican (through hometown associations, HTAs), Chinese and Indian (through business, professional and scientific networks) diaspora, substantiated a "diaspora engagement" agenda. Considerations of wider social and cultural transfers further contributed to elevate diaspora to the role of agents of development.<sup>20</sup> Although the literature also warned against challenges, such as diaspora heterogeneity and conflicting agendas within the diaspora and between diaspora groups and their home country governments, policy interventions rapidly flourished to support diaspora initiatives and in some cases associate them with the for-

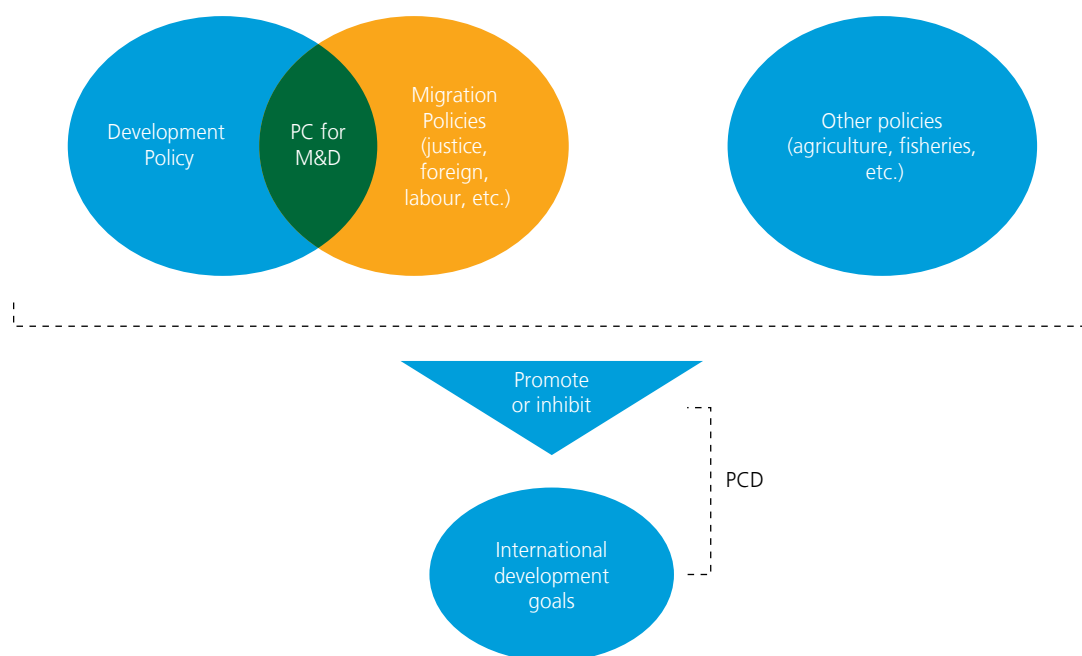
civil society at large, the private sector or local authorities. Migration became an object of dialogue and partnership. The need to reinforce consistency between migration, development and other inter-related policies also brought to the fore the concept of policy coherence. Both approaches clearly broke with earlier understandings essentially centred on migration control as a sovereign prerogative of individual states. Therefore, the issue of capacity-building emerged as a third key element of the M&D nexus: the capacity of states and other stakeholders needed to be strengthened in order to enable them to design and implement mutually-reinforcing M&D strategies. *The 2005 GCIM report subsumed this wider re-conceptualisation under the "3 Cs": capacity, coherence and cooperation.*

<sup>19</sup> Newland, K. and Patrick, E., *Beyond remittances: the role of Diaspora in poverty reduction in their countries of origin. A Scoping Study by the Migration Policy Institute for the Department of International Development*, Washington DC, 2004, viewed on 18 February 2013, [http://www.migrationpolicy.org/pubs/Beyond\\_Remittances\\_0704.pdf](http://www.migrationpolicy.org/pubs/Beyond_Remittances_0704.pdf).

The shifts in approach captured in the “3 Cs” motto were particularly influenced by the *emergence of the notion of PCD*, which goes beyond policy coherence on M&D. While policy coherence on M&D requires factoring migration into development policies and development into migration policies, PCD refers more broadly to mainstreaming development concerns in all policy areas that affect development beyond migration. In parallel to the emerging global policy discourse on M&D there was increased awareness that efforts to improve the *effectiveness of ODA* would be limited if development cooperation continued to be considered and discussed in isolation from other key influencing factors on development. Whereas ultimately devel-

oping countries’ own policies and operations drive international development, development cooperation policy discussions started focusing on how to ‘development-proof’ other public policies as wide-ranging as trade, intellectual property, agriculture and migration. In September 2000, 189 member states of the UN adopted the *UN Millennium Declaration*, with the following statement: “(...) *the central challenge we face today is to ensure that globalization becomes a positive force for all the world’s people.*”<sup>21</sup> The Millennium Development Goals (MDGs) adopted and derived from the Declaration thus committed the international community to promoting a global partnership for development, as reflected in MDG 8.

**Figure 1:** Policy Coherence for M&D in the context of efforts to make public policies development-friendly



<sup>20</sup> Levitt P., ‘Social Remittances: Migration-driven, Local-Level Forms of Cultural Diffusion’. *International Migration Review*, 1998, 32 (4): 926-948.

<sup>21</sup> See paragraph 5: of the United Nations Millennium Declaration. United Nations General Assembly, Resolution adopted by the General Assembly. United Nations Millennium Declaration, A/RES/55/2, 2000, viewed on 18 February 2013, <http://www.un.org/millennium/declaration/ares552e.pdf>.

In 2010 UN members, reflecting on progress made in furthering the MDGs, defined the challenge of promoting PCD as follows: “We affirm that achievement of the Millennium Development Goals requires mutually supportive and integrated policies across a wide range of economic, social and environmental issues for sustainable development. We call on all countries to formulate and implement policies consistent with the objectives of sustained, inclusive and equitable economic growth, poverty eradication and sustainable development.”<sup>22</sup>

#### 2.1.4. Efforts to Reconceptualise Migration & Development

M&D policy discourses and practices soon attracted criticism, *inter alia* from civil society and academic research, for a number of key reasons. First, the narrow focus on a relatively small subset of migration movements – namely international migration from developing to developed countries – and on a restricted – mainly economic – understanding of development was highlighted. Second, despite the stated “triple win” objective (for migrants, sending and receiving countries), attention mainly concentrated on the situation of developing countries of origin, and there was much less consideration of destination countries, either in terms of positive effects for them or in terms of conditions at destination necessary to foster benefits at origin. Hence, migrant treatment and integration issues were largely

ignored and the M&D area was criticised for not integrating a rights-based approach. Generally speaking, the difficulties faced by migrants in receiving countries were left aside, as attention concentrated on a rather idealised vision of the economic migrant as a relatively wealthy and educated individual, whose multi-faceted resources could be tapped into. Third, and despite calls for policy coherence between migration and development policies, critics pointed out that discussion on the nature of destination countries’ migration policies were largely left out. The M&D discourse was even analysed as a discursive façade for Northern receiving countries preference for temporary migration – re-branded for the occasion as circular migration – and critics advocated for greater consideration of “perspectives from the South”.<sup>23</sup> Finally, M&D policy discourses were criticised for their persisting reliance on a “root causes approach” through which migration was reduced to a consequence of poverty and under-development, in contradiction with research findings on the “migration hump”.<sup>24</sup>

*The publication of the United Nations Development Programme (UNDP)’s Human Development Report in 2009, “Overcoming barriers: Human mobility and development” contributed to the popularization of a refined understanding of M&D.* The report reflected the state of the art in academic discussions on M&D, popularising key research findings and

22 See paragraph 41 of the Draft resolution referred to the High-level Plenary Meeting of the General Assembly by the General Assembly at its sixty-fourth session. Keeping the promise: united to achieve the Millennium Development Goals, 2010, viewed on 18 February 2013, <http://www.un.org/en/mdg/summit2010/pdf/mdg%20outcome%20document.pdf>.

23 Castles, S., Delgado Wise, R. (eds), *Migration and Development: Perspectives from the South*, Geneva: IOM, 2008, viewed on 18 February 2013, [http://publications.iom.int/bookstore/free/MD\\_Perspectives\\_from\\_the\\_South.pdf](http://publications.iom.int/bookstore/free/MD_Perspectives_from_the_South.pdf).

24 The migration hump (Martin and, P.L., Taylor, J.E., ‘The anatomy of a migration hump’, in Taylor, J.E. (ed), *Development Strategy, Employment, and Migration: Insights from Models*, Paris: OECD Development Centre 1996.) refers to the initial increase in migration levels associated with development processes, partly as a result of the increased availability of resources required to meet the costs of migration. Past a certain development level, migration slows down, but remains higher than it was originally. Nyberg-Sørensen et al. (op. cit.) contributed to popularise this phenomenon in the migration and development nexus debates in their 2002 influential article in the following terms: “The ‘migration hump’ suggests that some economic development generates both the resources and the incentives for people to migrate. By implication, poverty reduction is not in itself a migration-reducing strategy”.

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addressing several of the above-mentioned criticisms. The focus of the report is firmly centred on all forms of mobility, including South-South and internal migration as well as forced migration. The report also dismisses the “root causes approach” by recalling that low HDI countries have generally lower emigration rates than high HDI countries. Crucially, the report is rooted in a human development approach, with mobility considered in terms of expanded capabilities and freedom. Inter-linkages between mobility and development are analysed in a comprehensive way, focusing on

ment has to a certain extent been echoed in subsequent policy discussions, there has been far more limited enthusiasm for the report’s liberal proposals concerning admission policies: “opening up existing entry channels so that more workers can emigrate”, including at lower levels of the skill ladder, has certainly not been picked up by major destination countries as a key M&D issue.

This is hardly surprising since *in many instances, policy discourses and practices in the M&D field remain characterised by fundamen-*

### *Policy discourses and practices in the M&D field remain characterised by fundamental ambiguities as to the objectives pursued*

various dimensions of human development such as income and livelihood, health, education, and broader empowerment, rights and participation issues. This in turn leads to an increased focus on the conditions of migration, and improving the treatment of movers is therefore a key recommendation of the report. As indicated in the title, the report also builds the case for mobility, advocating for lowering barriers to movement, notably for low-skilled workers.

*Calls for broadening and reconceptualising the M&D nexus such as the UNDP 2009 report have certainly influenced policy discussions, as can be seen for instance in the evolution of thematic priorities selected for the successive GFMDs. Some of the emerging topics in the nexus have progressively been taken on board, including for instance gender and family implications, global care chains, migrant domestic work or the issue of South-South migration. Protection and empowerment issues have also taken increasing importance in GFMD meetings. Yet, if the issue of migrants’ treat-*

*tal ambiguities as to the objectives pursued.*

The “root causes approach” still prevails in the government circles of many countries. For destination countries in particular, the erroneous belief that migration can be stemmed through development often remains a key motivation for engaging in the M&D area. Return, reintegration and circular – often equated with temporary migration – rank high on the agenda of many destination countries as vehicles for skill and knowledge transfers. However, they also clearly respond to domestic migration management objectives, in a period marked by increasingly restrictive migration policies in many destination countries. In this context, concerns over the possible instrumentalisation of the M&D nexus for migration control are certainly not unfounded.

These policy coherence challenges in the M&D area can be contextualized within broader debates on PCD. It has been acknowledged that the international community as a whole is not doing enough to adequately live up to its commitment in realising MDG8 and tack-

ling the areas identified during the 2010 UN Summit. In 2012 a task force of 20 UN Agencies reported to have experienced difficulty in identifying areas of significant new progress and for the first time observed signs of backsliding, thus signalling that the support for the global partnership for development was waning.<sup>25</sup> UN members have thus committed themselves to reinforcing the M&D nexus (Policy Coherence for Migration and Development) as well as making sure their policies do not harm and, where possible, advance international development goals (Policy Coherence for Development), and cover the full breadth of public policy making as presented in a schematic manner in Figure 1. Existing political commitments already drive these efforts, and the negotiations towards a post-2015 framework for global development as well as the outcomes of the UNHLD will surely shape the way forward.

### 2.1.5. Global Momentum for Migration & Development

*The second UNHLD will take place in October 2013 with a focus on “concrete measures” aiming at “enhancing the benefits of international migration for migrants and countries*

*re-evaluate and move forward the global M&D agenda. The extent to which the dialogue will put forward a strong developmental approach reflecting the broadened and deepened understanding of M&D inter-linkages which has emerged since the first UNHLD remains to be seen. Debates over integrating migration in the post-2015 UN Development Agenda will be a prominent issue in this context.*

*Mainstreaming or integration of migration in development strategies has remained at the top of the international M&D agenda since the Athens GFMD in 2009. Within this context, mainstreaming has been defined as “the process of assessing the implications of migration for any action or goals planned in a development and poverty reduction strategy”.<sup>26</sup> Attention has focused on mainstreaming migration in Poverty Reduction Strategy Papers (PRSPs) and more recently in National Adaptation Programmes for Action (NAPAs). Mainstreaming requires migration-related data and “Migration Profiles”, which were first introduced by the EC<sup>27</sup> to gather available migration-related data in a given country, and have become an instrument for promoting migration mainstreaming. However,*

*Migration mainstreaming is still hampered by data constraints and limited evidence base on the exact nature of qualitative inter-linkages between migration and development, and more efforts need to be put into data and research to support these processes.*

alike and its important links to development, while reducing its negative implications”. It will furthermore provide a key opportunity to

migration mainstreaming is still hampered by data constraints and limited evidence base on the exact nature of qualitative inter-linkages

<sup>25</sup> MDG Gap Task Force. *The Global Partnership for Development: Making Rhetoric a Reality*. New York, United Nations, 2012.

<sup>26</sup> Global Migration Group, *Mainstreaming migration into development planning. A handbook for policy makers and practitioners*, 2010, viewed on 15 February 2013, [http://www.globalmigrationgroup.org/uploads/UNCT\\_Corner/theme7/mainstreamingmigration.pdf](http://www.globalmigrationgroup.org/uploads/UNCT_Corner/theme7/mainstreamingmigration.pdf).

<sup>27</sup> EC, *Migration and Development: some concrete orientations, COM (2005) 390 final.*, 2005b, viewed on 7 January 2013 15 July 2012, <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2005:0390:FIN:EN:PDF>.

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between migration and development, and more efforts need to be put into data and research to support these processes. In addition, migration mainstreaming efforts suffer from the absence of a clear recognition of the role of migration in development strategies within the current global development agenda as framed by the MDGs.

Yet *migration does feature in current reflections on the post-2015 global development agenda* reflecting increasing international recognition of the inter-linkages between

is a central objective of the Swedish chairmanship of the GFMD, concluding in June 2014.

Finally, *migration is also coming to the fore at the UN level through the review of the 1994 ICPD Programme of Action* which will culminate in a UN General Assembly Special Session in September 2014. The 20-year Cairo PoA contained internationally agreed principles, objectives and actions on both internal and international migration and the review process is therefore a key opportunity to review achievements to date and foster international

### *Demographic aspects, including migration, should be better factored into any future development framework*

migration and development and the role to be played by policy-making to promote positive outcomes for development.<sup>28</sup> The UN Task Team (UNTT) Report to the UN Secretary-General “Realising the future we want for all” and the Rio+20 Outcome Document “The future we want” both highlight that demographic aspects, including migration, should be better factored into any future development framework. The UNTT report also recommends including well-governed migration as a cross-cutting “development enabler” for development. However, how these elements will be reflected in the May 2013 Report of the High-Level Panel on the Post-2015 Development Agenda remains to be seen. Advocating for the meaningful inclusion of migration in the post-2015 framework will remain a key priority in the M&D agenda in the coming years and

consensus on M&D strategies. The post-2015 and the ICPD+20 discussions both provide a framework to re-insert M&D reflections within the broader framework of population dynamics<sup>29</sup>, including internal migration. This is an important element given the significance of internal migration for development, recalled for instance by the 2009 UNDP report. In addition, although the Cairo PoA stated that migration both affects and is affected by the development process, discussions have tended to leave aside the mobility implications of development processes. The current discussions should help to re-balance the focus, looking at ways to pro-actively factor migration – just as other population dynamics – into development strategies and to plan for the likely mobility outcomes of development scenarios.

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<sup>28</sup> Knoll, A., Keijzer, N., ‘Will a post-2015 development framework acknowledge migration?’ in Migration Policy Practice, 2013, Vol. III, Number 1, February–March 2013. Geneva: International Organization for Migration (IOM) and Eurasyllum Ltd.; Knoll and Keijzer, ‘Strengthening Policy Coherence for Development in Switzerland: analysis of specific policy dossiers, *Migration Policy*, forthcoming, Volume 4’. Unpublished study commissioned by SDC.

<sup>29</sup> Migration is discussed as part of the Global Thematic Consultation on Population Dynamics in the Post-2015 Development Agenda.

## 2.2. Conceptualisation of Migration & Development at the European Level

As illustrated in the timeline provided in Annex II, interest in M&D grew rapidly among European countries in comparison to global developments. Precursors started working in this area in the late 1990s (Sweden, France and the UK). By 2006, all mapped countries had engaged in one form or another in M&D activities. However, *few countries have adopted policy papers specifically addressing M&D and laying out their overarching strategy in this area* (France, the Netherlands, Spain and Switzerland). European countries have more commonly developed communications or documents highlighting particular aspects pertaining to the M&D field. A variety of policy and programming support has been used for this purpose, including official speeches, commissioning of studies and reports, issuing of

M&D in their own local legislation, adding another layer to the policy framework in the area.

At the EU level, the first official reference to the developmental dimension of migration dates back to the conclusions of the 1999 Tampere European Council, but effective engagement with M&D issues really started in 2005 with the adoption of the *Global Approach to Migration (GAM)*, which provides the framework for EU's dialogue and cooperation with third countries on migration issues.<sup>30</sup> An overarching policy framework on M&D has been developed as a pillar of the GAM. The GAM was revised in 2011 to become the *Global Approach to Migration and Mobility (GAMM)*.<sup>31</sup>

*The mapped countries generally acknowledge the inter-linkages between M&D and the role to be played by policy to promote positive outcomes for development. However, they have not yet reached a consensus on the exact nature of these inter-linkages and the policies necessary to bring about these positive impacts.*

government guidelines, notes or white papers, or adoption of legislation or action plans. In a number of countries, local authorities have been increasingly active in M&D, sometimes contributing to shaping the national understanding of the field (Belgium, France, Germany, Italy and Spain). Some have integrated

As highlighted in the previous section, *M&D remains a contested area at the international level and Europe is no exception in this context.* The mapped countries generally acknowledge the inter-linkages between M&D and the role to be played by policy to promote positive outcomes for development. However, they

<sup>30</sup> Council of the EU, *Global Approach to Migration, Council Presidency Conclusions*, 15.-16.12.2005, viewed on 3 July 2012, [http://www.consilium.europa.eu/ueDocs/cms\\_Data/docs/pressData/en/ec/87642.pdf](http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressData/en/ec/87642.pdf).

<sup>31</sup> EC, *The Global Approach to Migration and Mobility*. COM (2011) 743 final, 2011a; Council of the EU, 2011, viewed on 3 July 2012, <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2011:0743:FIN:EN:PDF>.

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have not yet reached a consensus on the exact nature of these inter-linkages and the policies necessary to bring about these positive impacts. This is due to reasons linked both to data and knowledge constraints – the evidence base on M&D is still under construction in many areas – and to conflicting visions of the objectives to be pursued through M&D policies.

Some of the mapped countries have relied to various extents on the *notion of “co-development”* for conceptualising their approach to M&D (France, Italy and Spain). Co-development generally refers to involving and supporting migrants for development initiatives in their countries of origin. As such, co-development provides a working methodology rather than a conceptualisation of M&D. In any case, co-de-

velopment itself has been the subject of various redefinitions and interpretations by governments. Most countries have *attempted to create opportunities for synergies in the M&D field, by progressively integrating migration aspects in their development policies and – to a much lesser extent – development in their migration policies*. In some cases, this has led to the elaboration of a M&D policy, but in others M&D has not been considered a separate policy area and the focus has been placed on synergies and coherence between various policy areas in a transversal way (most clearly in Sweden).

In any case, M&D remains a contested issue in virtually any country, even when an overarching

strategy has been designed. The cross-cutting nature of M&D makes it relevant for a broad spectrum of government stakeholders who engage with these issues from significantly different perspectives, in line with their respective mandates. Despite the existence of an overall strategic framework as part of the GAMM, EU institutions are affected by the same tensions as European countries, with clear differences in the policy perspectives of the various stakeholders involved in M&D issues.<sup>32</sup>

### 2.2.1. Main Themes & Approaches

Given these conceptual uncertainties, *early M&D initiatives in the mapped countries have been ad hoc and exploratory in nature rather than the result of consistent national strategies and policies*. Their initial approaches have

*Early M&D initiatives in the mapped countries have been ad hoc and exploratory in nature rather than the result of consistent national strategies and policies.*

essentially tended to rely on the dominant understanding of M&D which first emerged at international level, namely “that migration from the developing to the developed world [could] play an important role in the development of the poorer countries of origin”.<sup>33</sup> Within this framework, the mapped countries have concentrated their activities on the central themes of the M&D nexus: *remittances, skilled migration and diaspora engagement*, with various degrees of involvement in each of the various areas. At the EU level, a 2005 EC Communication on M&D prepared in view of the first UNHLD similarly focused on ways in which “practical aspects of migration [could] benefit the development process in countries of origin, with a

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<sup>32</sup> Lavenex, S., Kunz, R., ‘The Migration–Development Nexus in EU External Relations’. *Journal of European Integration*, 2008, 30 (3): 439–457.

<sup>33</sup> Skeldon, 2008, op. cit.



primary focus on South-North migration". The Communication identified four priority areas:

1. Remittances;
2. Diaspora as actors of home country development;
3. Circular migration and brain circulation, and;
4. Mitigating the adverse effect of brain drain.

As evidenced in the 2005 Communication, *circular migration* has been identified by the EC as a specific area of focus. Circular migration was further explicated in 2007 as "a form of migration that is managed in a way allowing some degree of legal mobility back and forth between two countries".<sup>34</sup>

Looking back in more detail on the main criticisms that have been made on the early conceptualisations in international M&D discussions and applying those to the mapped countries reveals a contrasted landscape.

Concerning the type of movements M&D initiatives may target, *some countries stand out by integrating South-South migration* into their M&D approaches at the policy and/or operational level, *in contrast to the general focus on international migration from developing to developed countries* (Germany, France, Spain,

migration – including internal migration – in its strategic framework, in contrast to the overall policy focus on migration from developing countries to France, which has dominated the M&D policy framework and agenda in the country.

As previously noted, M&D discussions at the global level have tended to focus on the archetypal figure of a relatively successful "voluntary" or "economic" migrant holding valuable resources, including skills, to be mobilised for the benefit of his/her country of origin. In line with this approach, the majority of the mapped countries have designed *interventions targeting skilled migrants*. France and Sweden specifically target students and academics as part of their M&D initiatives. Interestingly, although the focus has been placed primarily on economic migration, *few countries refer to labour markets and their labour migration policy in a comprehensive way as part of their M&D policy framework* (Germany, Norway, Sweden and Switzerland), indicating a certain reluctance to link labour migration policies with the M&D discussion. Other countries, such as France or Italy, target labour migrants at the operational level in their M&D interventions, without establishing a link with the broader labour migration policy of the country. *Most countries have considered diaspora organisations important partners in development projects.*

### *The focus has mainly been on the economic dimension of development.*

Switzerland and the UK). The policy and operational levels can indeed be dissociated, as for instance is the case in France. The French Development Agency (FDA) integrates South-South

In contrast to the triple win discourse, many of the mapped countries have therefore tended to adopt instrumental approaches, focusing on the contribution of specific categories of

<sup>34</sup> EC, *Circular migration and mobility partnerships between the European Union and third countries' countries*. COM(2007) 248 final, 2007a, viewed on 19 February 3 July 2013, <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2007:0248:FIN:EN:PDF>.

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supposedly well-off migrants to development, rather than on the situation of migrants themselves, including rights and integration issues. In addition, *the focus has mainly been on the economic dimension of development*, in contrast with a human development approach going beyond the advancement of economic wealth to focus on people's overall well-being, including personal safety, political and economic freedom, and respect for human rights. The mapped countries give strong consideration in their strategic documents to migrants' financial capital and contributions (remittances, productive investment, migrants' entrepreneurship, business links, etc.) while other dimensions of migrants' contributions, such as socio-political and cultural contributions, have attracted very limited attention.

acknowledging that in many contexts migration is prompted by a combination of drivers of different kinds, making it difficult – and sometimes artificial – to distinguish between forced and voluntary/economic migrants, *some countries have taken a more holistic perspective, considering all categories of migrants as part of their approach to M&D* (e.g. Sweden and Switzerland).

However, many European countries have tended to link forced migration and M&D in a much more ambiguous way. Several mapped countries *consider the return and reintegration of failed asylum seekers, among other migrants, as part of their approach to M&D* (e.g. Belgium, France, the Netherlands and Spain). Consequently they include

*Integration is perceived as a way to enhance migrants' capacity to contribute to the development of their country of origin, notably in countries where local authorities have been involved in M&D activities.*

However, a number of mapped countries put forward less instrumental approaches and *also focus on the situation and treatment of migrants*. Migrant rights are acknowledged in the policy documents of various countries (e.g. Germany, the Netherlands, Spain, Sweden and Switzerland), with Germany and Spain both aiming to support and protect migrants at all phases of the migration cycle. In addition, integration is perceived in various cases as a way to enhance migrants' capacity to contribute to the development of their country of origin, notably in countries where local authorities have been involved in M&D activities (e.g. Belgium, Germany, France, Italy and Spain). In Switzerland, decent work and access to rights and justice are central priorities. In addition,

programmes such as the Assisted Voluntary Return and Reintegration Programmes (AVRR) as part of their M&D portfolio. Irrespective of the acknowledgement of a policy link between this type of programme and development objectives under the M&D heading, ODA budgets are used – though to varying extents – for such purposes in most mapped countries (see section 2.4). The Netherlands also deals with the protection of refugees, asylum seekers and displaced persons in their region of origin within the framework of M&D, while all other countries consider these activities separately, as part of their humanitarian assistance. The case of Denmark, which no longer specifically refers to M&D in its policy framework and operational activities,

is unique.<sup>35</sup> The country prioritises innovative approaches to forced displacement, and is concentrating in particular on enhancing the links between humanitarian and development approaches in regions of origin.

The emphasis on return and reintegration raises agenda issues which are common to many destination countries engaging in the M&D field. *Return and reintegration rank high on the agenda in many of the mapped countries*, with variations in intensity. The Netherlands, where cooperation on these issues now directly conditions the levels of bilateral aid, appears as the most extreme case. Similar initiatives had been discussed in 2002 by the European Council, following a Spanish-British initiative. Although the proposal was not retained at the time, readmission issues are clearly high on the EU agenda and constitute a central element of EU dialogue with third countries. In this context, return and reintegration objectives are clearly to manage migration to the advantage of countries of destination rather than to leverage migration for the benefit of the country of origin. This type of programme should however be distinguished from what could be termed “returning experts” programmes. Such programmes, which have been supported by several mapped countries – including Belgium, Germany, France, Italy and the Netherlands – target skilled migrants and are designed to promote the transfer of knowledge and skills to countries of origin, in a more developmental perspective.

“Circular migration” has been promoted by the EU as a particularly promising avenue for

benefiting all parties involved. However, *only a handful of the mapped countries have really included circular migration as part of their policy reflections*, and even fewer have attempted to translate this policy interest into concrete measures. A central difficulty is that most governments do not clearly distinguish between circular and temporary migration. However, it has been argued that circular migration should be distinguished from temporary migration in that it implies both “flexibility” and “regularity”.<sup>36</sup> Flexibility allows migrants to freely circulate and regularity refers to the recurrence of movements back and forth. Recent programmes purporting to foster circular migration which do not meet these two criteria, for instance in the Netherlands and Spain, have therefore been considered “de facto temporary migration programmes”.<sup>37</sup> One country, *Sweden, stands out with a very different approach which considers circular migration to be a specific pattern of mobility that should be encouraged by Swedish policy and legislation in various areas*. Sweden therefore concentrates on introducing a flexible policy framework that can facilitate circulation. This implies reforming Sweden’s policies in a broad range of sectors, including labour market legislation, in order to facilitate mobility. It is therefore not surprising for this approach to have emerged in Sweden, a country prioritising policy coherence as the main entry point to M&D.

### 2.2.2. The “3 Cs”: Capacity, Coherence and Cooperation

*The 3 Cs – capacity, coherence and cooperation – have also been part of European approaches to M&D*. Policy coherence is put

<sup>35</sup> Migration and development was first introduced as part of Denmark’s development assistance strategy for 2008-2012, but does not feature in its successor strategy developed in 2012.

<sup>36</sup> Skeldon, R., ‘Going Round in Circles: Circular Migration, Poverty Alleviation and Marginality’. *International Migration*, 2012, 50 (3): 43-60.

<sup>37</sup> ;Ibid.; McLoughlin, S. et al., *Temporary and circular migration: opportunities and challenges*. Working Paper No. 35, Brussels: European Policy Centre, 2011.

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forward as a key element of the EU M&D approach, mainly in the framework of the EU PCD agenda which focuses, *inter alia*, on migration. EU Member States have made commitments to PCD, including in the framework of the Lisbon Treaty.<sup>38</sup> Beyond their EU commitments, Denmark, Germany and

influence and reflect the degree of commitment of the mapped countries in this area. It is therefore discussed together with institutional frameworks in the country chapters and in this comparative analysis (see section 2.3.2). However, approaches to policy coherence are also an integral part of M&D conceptualizations by

*Admission policies for low-skilled workers are sensitive and very few of the mapped countries consider their coherence for development as part of their policy discussions.*

Sweden devote particular attention to M&D *policy coherence*. The issue also ranks high in Norway and Switzerland. The EU has put forward “mobility partnerships” as a framework for its *dialogue and cooperation* on migration and mobility with third countries. EU Member States participate on a voluntary basis in these partnerships which encompass commitments from both parties in joint political declarations. In addition, some of the mapped countries have developed their own tools for partnering with third countries on migration issues, such as the ‘migration partnership’ in the case of Switzerland. Finally, *capacity-building* is a central element of the EU’s engagement in M&D and mapped countries have all included, although to varying degrees, capacity-building activities for countries of origin and/or migrant organisations as part of their M&D initiatives.

Specifically policy coherence is closely related to institutional arrangements, which both

the mapped countries and the EU and therefore also deserve attention from a conceptual point of view. *Generally, the mapped countries have found it easier to integrate migration issues into development policies* – mainly via the standard issues of remittances, skilled migration, and diaspora engagement – *than vice versa*. Discussions on integrating development into migration policies have mainly revolved around return, reintegration, and circular, in practice temporary, migration, ambiguously cast as vehicles for development – in many cases independently from any reference to policy coherence.

*Only half of the mapped countries aim to actively integrate development concerns in a migration policy area* (Germany, Norway, Sweden, Switzerland and the UK). In the majority of these cases, attention concentrates on skilled migration. Preventing brain drain, particularly in the health sector, through “ethical recruitment” approaches is a cen-

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<sup>38</sup> See Article 208 of the Treaty for on the Functioning of the European Union., 2007, viewed on 18 February 2013, <http://www.lisbon-treaty.org/wcm/the-lisbon-treaty/treaty-on-the-functioning-of-the-european-union-and-comments/part-5-external-action-by-the-union/title-3-cooperation-with-third-countries-and-humanitarian-aid/chapter-1-development-cooperation/496-article-208.html>. Commitments to promoting PCD have also been made by the international community in the Outcome Document of the 2010 UN Millennium Development Goals Summit, MDG Gap Task Force Report, Millennium Development Goal 8. The Global Partnership for Development at a Critical Juncture, 2010, viewed on 20 February 2013, [http://www.un.org/millenniumgoals/pdf/10-43282\\_MDG\\_2010%20%28E%29%20WEBv2.pdf](http://www.un.org/millenniumgoals/pdf/10-43282_MDG_2010%20%28E%29%20WEBv2.pdf).

tral element of the EU's approach to PCD.<sup>39</sup> Attracting highly-skilled migrants is a major policy concern for the EU and for many European countries which acknowledge their needs in this area. Concrete steps have been taken at EU level with the adoption of the "Blue card directive" in 2009, first proposed as part of the 2005 Policy Plan on legal migration. This is not the case for lower-skilled migrants, as illustrated by the slow progress of discussions at EU level on the seasonal workers' directive, which was also proposed as part of the 2005 Policy Plan and has been under discussion ever since. *Admission policies for low-skilled workers are sensitive and very few of the mapped countries consider their coherence for development as part of their policy discussions.* This is in contradiction to the wide recognition

to support both skilled and low-skilled workers' mobility but was overridden by the 2010 general elections.

The difficulties encountered in integrating migration issues in development policies and development concerns in migration policy frameworks in various areas reflect a central ambiguity in the way M&D has been framed: *despite the triple win discourse, the focus is mainly placed on developing countries and the situation of destination countries tends to be left aside. The triple win discourse is not easy to trace in most of the mapped countries, where migration often appears as a challenge rather than an opportunity.* Only three countries – Germany, Norway, and Switzerland – explicitly acknowledge that they

*Despite the triple win discourse, the focus is mainly placed on developing countries and the situation of destination countries tends to be left aside.*

of their major potential impact and calls for opening up regular migration channels for both low and high-skilled migrants.<sup>40</sup> Sweden, which intends to facilitate circulation through facilitated labour market access at all skill levels in the framework of its policy coherence approach, stands as an exception in this area – the 2007 Department for International Development (DFID) paper in the UK also intended

benefit from migration, and Switzerland is the only country which goes as far to apply the concept of development to itself as much as to countries of origin, acknowledging that migration is essential for the development of Switzerland. The "challenges" are visible through, as previously emphasized, return and reintegration ranking high on the agenda of many of the mapped countries. Elements of

<sup>39</sup> EU initiatives in this area, include, inter alia: the adoption of a "Programme for Action to tackle the critical shortage of health workers in developing countries" (see Council of the EU, 2007, viewed on 20 February 2013, <http://register.consilium.europa.eu/pdf/en/07/st07/st07189.en07.pdf>); support to human resources for health projects in external cooperation; the promotion of the World Health Organisation Global Code of Practice on the International Recruitment of Health Workers; and the introduction of circular migration/brain drain/ethical recruitment clauses in the EU "Blue Card Directive" aiming at facilitating the entry and residence of highly-qualified migrants (EC, EU 2011 *Report on Policy Coherence for Development. Commission Staff Working Paper SEC (2011) 1627 final*, 2011e, viewed on 1 August 2012, [http://ec.europa.eu/europeaid/what/development-policies/documents/eu\\_2011\\_report\\_on\\_pcd\\_en.doc.pdf](http://ec.europa.eu/europeaid/what/development-policies/documents/eu_2011_report_on_pcd_en.doc.pdf)). Among mapped countries, the UK has adopted a code of practice for the international recruitment of healthcare professionals and Norway is currently considering policy measures in this area.

<sup>40</sup> UNDP, *Overcoming barriers: Human mobility and development*, New York: UNDP, 2009, viewed on 17 September 2013, [http://hdr.undp.org/en/media/HDR\\_2009\\_EN\\_Complete.pdf](http://hdr.undp.org/en/media/HDR_2009_EN_Complete.pdf); European Think Tanks Group (DIE, ECDPM, FRIDE and ODI), *New Challenges, New Beginnings – Next Steps in European Development Cooperation*, 2010, viewed on 2 August 2012,, <http://www.odi.org.uk/sites/odi.org.uk/files/odi-assets/publications-opinion-files/5811.pdf>.

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the “root causes approach” and the corresponding objective of relieving perceived migration pressure through development are equally persistent. References to tackling the “root”, “structural” or “underlying” causes of migration can be found in the policy frameworks of most mapped countries as part of the

on M&D. The UK for instance, one of the first countries to work on this topic, had developed a comprehensive and migrant-centred approach summarised in a 2007 DFID strategy paper. Based on this strategic vision the country had developed a significant portfolio of M&D interventions. However, the 2010

*Conceptualisations of M&D in the mapped countries are not static. Political evolution plays a key role in shaping discourses and practices on M&D.*

rationale or stated objectives. In the case of France, the adoption in 2008 of the “solidarity development” concept covering “all development actions that are susceptible to contribute to the control of migration flows” makes it the overarching objective of the M&D agenda, while in the Netherlands return has become the central objective. In the other countries, however, these objectives coexist with several others which are more clearly oriented towards development. There are also important differences in the approach among the mapped countries as regards tackling the causes of migration: some countries only refer to root causes of forced migration (e.g. Sweden) while others highlight that development processes are themselves drivers of migration (e.g. Norway) or that reducing the pressure on people to migrate can only be a long-term policy goal (e.g. Germany).

### **2.2.3. Efforts to Reconceptualise Migration & Development**

Generally speaking, it is important to note that *conceptualisations of M&D in the mapped countries are not static. Political evolution plays a key role in shaping discourses and practices*

general elections overrode the 2007 paper and M&D activities have been considerably reduced in the last two years. Conversely, the 2012 French elections could possibly lead to a renewed approach to M&D, breaking with the philosophy of “solidarity development” as defined in 2008, especially given the re-anchoring of M&D issues within the Ministry of Foreign Affairs.<sup>41</sup> Indeed, modifications in institutional set-ups are often both expressions and drivers of conceptual evolution. *European approaches are also influenced by the evolving nature of global debates on M&D*, such as those taking place in the GFMD. These international discussions reflect to a certain extent a progressively deepening understanding of M&D inter-linkages, not least by integrating insights from non-governmental actors (the research community, civil society associations, the private sector, etc). Conversely, international discussions and particularly major milestones – such as the forthcoming second UNHLD, the post-2015 debate or the ICPD+20 review – regularly prompt European governments and the EU to re-position themselves vis-à-vis debates and emerging issues, and shaping them in return.

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<sup>41</sup> The institutional move from the MOI to the MFA was confirmed after the period of data collection

*The EU approach to M&D offers a good illustration of the conceptualisation of M&D as “work in progress”.* The M&D pillar of the 2011 GAMM<sup>42</sup> puts forward a renewed approach, exploring new ideas in the “traditional” areas of the EU agenda (remittances, diaspora, circular migration and brain drain) and broadening the understanding of both M&D and their inter-linkages. The GAMM emphasises the significance of South-South migration, and as a consequence, of migration implications for developing countries of destinations. The GAMM further extends the EU understanding of the nexus through the added focus on mobility, which encompasses a much broader set of movements, and through the explicit inclusion of forced migration. The promotion of a “migrant-centred approach” is another key element of the revised EU approach, which underpins the inclusion of

between migration and other areas, such as agriculture, trade, employment creation, education, health and housing. From this perspective, the recently revised EU development policy framework, the “Agenda for change” adopted in 2011, which for the first time includes migration as an explicit priority of the EUs’ development cooperation, constitutes a landmark. At the time of writing, two new EC Communications were expected: on M&D and on the post-2015 and migration respectively, and further refinements to the EC approach were to be anticipated.

*At the national level, it is interesting to note that countries that have issued new policy documents on M&D in recent years have generally reflected the transformations in understanding of the M&D nexus.* This can be noted in Germany for instance, where the 2010 strategic

*The EU approach to M&D offers a good illustration of the conceptualisation of M&D as “work in progress”.*

migrants’ human rights along the migration cycle as a cross-cutting issue. In addition, the GAMM places particular emphasis on the social dimension of development, including possible downsides or “social costs”. The environmental dimension and climate change are also factored into the GAMM, with environmentally-induced migration being considered part of the GAMM. Finally, the GAMM prioritises the mainstreaming of migration in development strategies and EU development cooperation, acknowledging inter-linkages

document of the German Federal Ministry for Economic Cooperation and Development (BMZ) puts forward a comprehensive vision of the M&D nexus, which partly relies on the 2009 report to which it explicitly refers. Switzerland is another interesting example, since the country introduced revisions to its policy framework in 2011 which also reflect the latest developments in M&D understanding. Interestingly, SDC refers to the latest revisions in the EU policy framework (GAMM) in the strategic framework 2013-2017 of its M&D programme.

<sup>42</sup> Council of the EU, Council Conclusions on the *Global Approach to Migration and Mobility* (9417/12), 2012, viewed on 3 February 2013, <http://register.consilium.europa.eu/pdf/en/12/st09/st09417.en12.pdf>

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## 2.3. Institutional Framework and Policy Coherence for Development

### 2.3.1. Institutional Framework

All countries, as well as the EC, operate in an institutional setting where *different ministries and agencies are responsible for different policy aspects of the M&D nexus*. In Belgium, Denmark, France, the Netherlands, Norway, Spain, Switzerland and the UK the Ministry of Foreign Affairs has the lead in developing the M&D policy or – if no policy

exists – the overall approach towards M&D. Belgium, France, Germany, Italy and Norway have a Ministry for Development Cooperation and/or a Minister for Development Cooperation. Nevertheless, while it can be assumed that a Ministry and/or Minister for Development in the lead of M&D would increase the potential to promote a development-friendly M&D approach, it cannot be taken for granted. Furthermore, Ministries and

*M&D policy changes in our mapped countries have often been the result of moving the portfolio or designated unit from one ministry to another, and this has usually taken place in connection with a political change in the country.*

exists – the overall approach towards M&D. The Ministry tasked with development cooperation has the lead in Germany and Italy. Among the mapped countries, Sweden is the only case where the Ministry of Justice, which also leads the migration policy, has the lead on the M&D policy.

*The prevailing mandate of the Ministry in the lead – Development, Foreign Affairs, Internal Affairs or Justice – also colours the direction of the M&D policy.* Indeed, M&D policy changes in our mapped countries have often been the result of moving the portfolio or designated unit from one ministry to another, and this has usually taken place in connection with a political change in the country. An M&D institutional set-up within a Ministry for Development would, for example, facilitate its anchoring in the development policy at ministerial level, preventing the internal affairs' agenda taking priority over development concerns in discus-

Agencies of the mapped countries operate in different political and institutional cultures, making it difficult to draw any solid conclusions regarding the impact of, for example, Foreign Affairs being in the lead on M&D policy development.

Furthermore, ministries or ministers responsible for development cooperation often have a junior or a portfolio status (i.e. not having a separate ministry but being part of the foreign ministry) that results in a relatively lower political standing of development policy vis-à-vis the minister(s) leading on migration policy. Against the background of economic recession, rising unemployment and, in some cases, political instability leading to frequent elections, this lower standing can result in an approach to policy coherence that – contrary to stated intentions – limits the role of development policy (and ODA in particular) to one of facilitating migration policy.



The Ministry of Interior is involved in shaping the M&D approach in all of the mapped countries and, depending on the topic, other ministries are also involved. For example, the Ministry of Finance in remittances related debates or the Ministry for Employment or Labour in discussions regarding circular migration. Also, most countries have established focal points that are responsible for coordinating the whole M&D policy and/or the strategic approach, but the mandate of such focal points presumably differs. A strict separation between those ministries tasked with 'national' migration policy and those taking care of the 'external dimension' of migration policy is not easily discernible. Migration policy cannot by definition only be concerned with the national dimension, which is why Ministries charged with migration management are increasingly involved in the external dimension of migration policy and hence influence the line taken by Foreign Affairs when they are in the lead of M&D.

The role that *local authorities* play in the implementation of M&D projects differs both in nature and intensity from country to country. Municipalities in Italy and Spain have traditionally been highly involved in M&D projects, in cooperation with migrant associations and

### 2.3.2. Policy Coherence for (Migration and) Development?

After the EU's commitment to PCD was politically reinforced through the European Consensus on Development adopted in December 2005, all mapped countries indicated that discussions among government actors and with other actors on policy coherence to *strengthen the impact of development cooperation in general and the links between M&D* in particular have intensified, and countries use a variety of approaches to attain policy coherence between these two areas. Denmark and Sweden, who are considered pioneers in the reflection on PCD, increasingly include migration as a pivotal area. The whole-of-government approach to PCD, aiming at enhancing cooperation and coordination between governmental departments and thereby working towards achieving policy coherence, is gaining popularity. Switzerland, for example, adopted a new global holistic approach to migration in 2011 (IMZ) taking into account the interdependency between the economic, political and social aspects of migration. Previously existing structures of inter-departmental cooperation on migration issues were merged and given a new and stronger mandate to enhance the effect of coordination and coherence.

*Measures to strengthen policy coherence on M&D between the local, provincial and national level in the mapped countries are still limited.*

other actors, such as banks, and sometimes have a stronger focus on M&D than the central level. In Belgium, France and Germany the provincial and local authorities are becoming more and more involved.<sup>43</sup>

At the time this study was conducted, PCD did not rank particularly high on the national political agenda in Belgium, Italy, the Netherlands or the UK. Migration is often either not considered as an area which is crucial

<sup>43</sup> The full extent of M&D related activities at the local level was not assessed and would need to be further studied in order to complement the information collected and analysed in this study.

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for attaining PCD or one where the level of political sensitivity does not allow for much progress to be made. The PCD approach of the Netherlands only addresses overlaps between its migration and development policies where mutually positive policy outcomes can be achieved, thus excluding its immigration policy. The Netherlands considers M&D an element of its Integrated Foreign Policy where migration and development policies are supposed to reinforce each other to improve cooperation with countries of origin.

*In most of the mapped countries, inter-ministerial meetings feature among the means to promote policy coherence between migration*

*Measures to strengthen policy coherence on M&D between the local, provincial and national level in the mapped countries are still limited, although it is recognized as having strong potential for exchange of practices and lessons learnt. In Italy, as an example, fora between the state and regions have been established to discuss M&D projects and approaches.*

*M&D policy coherence does not necessarily lead to more development-friendly policies. Whereas in principle M&D policy coherence can in principle be complementary to efforts at promoting PCD, many countries showed approaches to and followed recent trends in M&D policy coherence that were skewed towards migration*

### *M&D policy coherence does not necessarily lead to more development-friendly policies.*

*and development priorities.* Regular inter-ministerial meeting structures have been established in Denmark, France, Germany, Italy, the Netherlands, Norway, Spain, Sweden, and Switzerland to deal with the M&D issue, mainly bringing together the Ministry of Foreign Affairs, the Ministry for Development Cooperation, the Ministry of Interior or Justice, and sometimes the national development agency and the Ministry of Employment or the Ministry of Finance, depending on the thematic area that is discussed. Belgium and the UK do not have a permanent dialogue on M&D between the ministry responsible for development cooperation and the ministries dealing with migration policy.

policy, thus *de facto* resulting in trade-offs with further progress made towards promoting PCD. Belgium and the Netherlands have increased the formal or informal use of migration-related conditionality in development programmes and the government of the Netherlands intends to build wider cooperative relationships with countries where it is hoping for better cooperation on return. This can also be found in the EU's "more for more"<sup>44</sup> approach and in the negotiations on mobility partnerships with partner countries. These trends stand in contrast to the outcomes of development policy discussions on how to improve the effectiveness of development cooperation.<sup>45</sup>

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<sup>44</sup> European Press Releases Rapid, Frequently asked Questions: Fostering strategic dialogue and partnership with non-EU countries, RAPID Press Release. Memo/11/8002011, viewed on 28 February 2013, <http://europa.eu/rapid/pressReleasesAction.do?reference=MEMO/11/800&format=HTML&aged=0&language=EN&guiLanguage=en>.

<sup>45</sup> Under the Paris Declaration, donors commit to drawing their conditions from a partner's own national development strategy, and the Busan Partnership for Effective Development Co-operation imposing additional conditions only where clearly justified. This commitment was reinforced in the Accra Agenda for Action. During the Fourth High Level Forum on Aid Effectiveness which took place in 2011, countries signed the Busan Partnership for Effective Development Co-operation which underlines the principle of aligning donor strategies with developing country priorities.

## 2.4. Operationalising the Migration & Development Policy

For a variety of reasons, it is *difficult to compare the different countries regarding the volume of funding they make available to promote M&D by means of specific projects*.<sup>46</sup> Whereas the EC, France, Germany, Italy, the Netherlands, Spain and Switzerland have a dedicated budget that takes up the bulk of their M&D portfolio, the other coun-

Whether a specific budget line for M&D projects has been established seems closely linked to whether the implementing agency or ministry in the respective country has been given a specific mandate for M&D. In Sweden, where M&D is on the agenda at a high political level without having a dedicated budget line for M&D projects, the

*It is difficult to compare the different countries regarding the volume of funding they make available to promote M&D.*

tries mainstream migration into their development projects or apply a mixed approach, i.e. mainstreaming migration components into development activities and making funding dedicated to M&D available. Hence *the different M&D interventions are not easily traceable*. Most funding for M&D projects comes from ODA budget. Although countries increased funding on M&D in the past decade, some countries have more recently had to make cuts and phase out M&D projects due to this no longer being a priority in times of economic recession. This has particularly been the case in Spain and Italy.

Both approaches, mainstreaming migration into development activities without having a dedicated budget line for M&D projects, or charging M&D projects to a specific budget line, have their advantages and limitations.

challenge remains to assure the integration of migration components and consequently the coherence of M&D objectives in the implementation of development projects. A hybrid approach that makes dedicated funding for M&D projects available and integrates migration components into development projects and programmes, as is the case in Switzerland and Germany, might be a good stepping stone in moving towards the longer term objectives of mainstreaming migration into development.

*The extent to which countries' ODA budgets are used for covering return and reintegration programmes as well as covering in-country refugee assistance differs greatly.* Most countries use between 3 and 8.7 percent of ODA for return and reintegration as well as in-country refugee assistance. In 2010, Ger-

<sup>46</sup> Due to the lack of specific codes in relation to ODA to migration and development interventions in the Organisation for Economic Cooperation and Development's Credit Reporting System it is not possible to make a meaningful comparison of countries' expenditures, but comparisons over time are made for the different countries covered and can be found in the country profiles included in this report.

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many, Spain and the UK only spent between 0.1 and 0.6 percent of their ODA, while Switzerland spent 15.9 percent.<sup>47</sup> There seem to be significant variations between countries and the extent to which there is a strong societal or parliamentary debate on whether the ODA budget should be used for these purposes, although the ODA reporting system managed by the OECD/ Development Assistance Committee (DAC) does allow for it.

Projects on M&D are implemented either by the government's own (development cooperation) implementing agency or through international organisations or migrant associations under the lead of either a ministry or the government's implementing agency. Denmark, France, Germany, Norway, Spain, Sweden and the UK largely implement M&D activities through their implementing agency, or by the Ministry of Foreign Affairs, as is the case in Denmark, while Belgium, the EC, Italy, the Netherlands and Switzerland mainly 'outsource' the implementation of their M&D projects to international organisations or well established NGOs having strong project management and delivery skills and a relatively long track record. Other key partners are diaspora organisations.

Belgium, the EC, France, Germany, Italy, the Netherlands, Norway, Sweden and the UK have implemented programmes to support migrant associations working for the development of their countries of origin. The overall impact of these programmes is difficult to assess since only Germany, the Netherlands and the UK shared their lessons learnt in

cooperating with migrant associations in the framework of this mapping study. The main lessons learnt that have been identified were to gain knowledge on the diaspora communities and to create realistic expectations towards cooperation with diaspora associations, to offer capacity building activities, and to invest in trust building and communication between the government's implementing agency and diaspora associations. The private sector has been a partner in most remittance related projects for a long time and cooperation with chambers of commerce is increasing. Needless to say, governmental authorities in the CoOs are also considered to be important partners.

*The number of partner countries covered by M&D projects is wide-ranging and for most countries goes far beyond the 'traditional' development cooperation partner countries.* Nevertheless, as a response to aid effectiveness, all mapped countries have decreased the number of development cooperation partner countries and this has often strongly affected the number of countries targeted in M&D initiatives. Italy, the Netherlands and Spain increasingly channel their M&D funding towards the main countries of immigrants' origin. Others are explicitly not focusing on important countries of origin or important partners in cooperating on migration management. Focusing primarily on the main countries of immigrant origin again raises questions about whether projects seek optimal effectiveness of the ODA budget in terms of effective poverty reduction, or instead seek to mainly serve domestic or migration

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<sup>47</sup> Although it is possible to report as ODA Assistance to refugees in developing countries, as well as temporary assistance to refugees from developing countries arriving in donor countries and the costs associated with any eventual repatriation, the mapped countries report these costs to different extents due to different legal systems across donors, resulting in different reporting norms and the contested link between development and the assistance given to refugees. .

policy interests. However, in Belgium and Germany cooperation with the main immigrant communities was not based on a strategic decision, but rather the result of a 'naturally' emerging cooperation on M&D issues with the main stakeholders. In general, the M&D projects of the mapped countries focus on countries in Africa, with the exception of Spain that also focuses on South America. Asia and the Middle East rank next.

Thematically, as mentioned in section 2.2.1, the mapped countries have concentrated their activities on remittances, skilled migration and diaspora engagement, with the latter appearing prominently in Belgium, France, Germany, Italy, the Netherlands, Norway, Spain, Switzerland and the UK. *Switzerland has, exceptionally, an explicit focus on labour migration as a development issue in relation to the migrant's region of origin* (i.e. not in relation to Switzerland) as part of the M&D approach, while the other countries that implement projects in this area do not put it at the forefront of their strategic approach towards M&D (e.g.

In the area of return and reintegration, also a prominent thematic area as part of the M&D approach, two different strands have been identified. The first one focuses on the *voluntary return and reintegration* of failed asylum seekers or other migrants aiming to return to their CoO, while the second strand can be summarized under the term '*returning experts*' or knowledge and skills transfers from persons in the diaspora who want to (temporarily) return to support development in their CoO. Examples for the first strand are the AVRRE programmes, to a large extent implemented by IOM, while examples for the second strand are the Returning Experts Programme, implemented by the German Center for International Migration and Development (CIM) or the Migration for Development in Africa (MIDA) Programmes, implemented by IOM. Belgium, France and the Netherlands include both strands as part of their M&D approach, while Spain and the UK only mention the first strand; Germany and Italy only consider the second strand as part of their M&D approach.

### *Most countries invest modestly in independent evaluations.*

Germany). Sweden's M&D approach does not have clear thematic foci as the overall objective is to foster policy coherence in M&D policies.

All mapped countries, except the Netherlands, are dealing with the protection of refugees, asylum seekers and displaced persons in their region of origin in the framework of humanitarian assistance and not directly under the M&D umbrella. And as previously noted, Denmark applies M&D in a more narrow way by only focusing on enhancing the links between its aid and refugee policies.

*Most countries invest modestly in independent evaluations* and self-evaluations for M&D lessons learnt, to find out what worked and what did not. These evaluations underline that the policy field is rather young, characterized by a strong focus on 'trial-and-error', and that the quality of interventions is evolving with the growing understanding of the links between migration and development. Information on the actual use of the evaluations is scarce, and is probably linked to the lack of continuity of M&D policies or their emerging nature. Nevertheless, some countries high-

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light interesting examples to the contrary. For instance, France has elaborated three success criteria for M&D projects and Germany has isolated three success factors for cooperation with diaspora organizations. Also, Denmark is currently evaluating its Regions of Origin Initiative, the main project within the realm of M&D, with good prospects that the results

*countries*. Although acknowledged as useful, and the countries actually have made commitments to strengthen coordination in the field of development cooperation<sup>48</sup>, M&D projects are still carried out in a mainly national framework and logic. Due to the inconsistent nature of planning M&D projects in the absence of overarching policies and

*M&D projects are still carried out in a mainly national framework and logic.*

will be used to improve its future projects. While there certainly is a need for countries to upscale their investments in M&D evaluations, some are already investing in research on key M&D issues.

*One can observe an overall lack of cooperation and coordination between the mapped*

strategies, as well as the differing levels of priority attached to this issue in partner countries' national development plans, development interventions in this area can be said to perform less well than other sectors, such as health or education, in terms of respecting internationally agreed principles of development effectiveness.<sup>49</sup>

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<sup>48</sup> As reflected in the Treaty for European Union (op. cit.) as well as in the adoption by the Council of the 2007 EU Code of Conduct on Complementarity and Division of Labour.; viewed on 28 February 2012, <http://register.consilium.europa.eu/pdf/en/07/st09/st09558.en07.pdf>.

<sup>49</sup> These have most recently been confirmed in the Busan Partnership for Effective Development Cooperation.; see Busan Partnership for Effective Development Cooperation. Fourth High Level Forum on Aid Effectiveness, Busan, republic of Korea, 29 November – 1 December 2011, viewed on 1 March 2013, [http://www.dev-practitioners.eu/fileadmin/Redaktion/Documents/Post-Busan\\_03\\_2012/Busan\\_FINAL\\_EN.pdf?PHPSESSID=676429f1ff11085f8399f01af656fbbc](http://www.dev-practitioners.eu/fileadmin/Redaktion/Documents/Post-Busan_03_2012/Busan_FINAL_EN.pdf?PHPSESSID=676429f1ff11085f8399f01af656fbbc).

## 2.5. Involvement in International Fora on Migration & Development

As discussed in section 2.1.1, inter-governmental dialogue and cooperation on migration started at the regional level in the framework of a series of state-led, non binding, regional migration dialogues, partially driven by the lack of another suitable international framework for addressing inter-

their countries. France and Spain, for example, which border the Mediterranean Sea, indicated strong interest in the dialogues covering the regions to the south, notably North and West Africa, such as the Africa-EU Migration, Mobility and Employment (MME) Partnership, the Mediterranean Transit

*The extent to which the development angle actually permeates the content of the discussions is probably hampered as a natural consequence of them being migration and not development dialogues.*

national migration, and partially by the need for regional approaches and solutions. While most dialogues have been established with a migration management focus, to date practically all dialogues specifically mention and acknowledge the migration-development nexus.<sup>50</sup> The extent to which the development angle actually permeates the content of the discussions is probably hampered as a natural consequence of them being *migration* and not *development* dialogues.

*The mapped countries are all involved in regional migration dialogues, but typically seem to be selective and invest more in dialogues that cover neighbouring countries and/or areas of origin of migratory flows to*

Migration (MTM) dialogue, the ACP-EU cooperation framework<sup>51</sup>, the Euro-African Intergovernmental Dialogue on Migration and Development (Rabat Process), and the Euromed Migration partnership EU Member States moreover have the option of being indirectly involved in EU-led regional dialogues through the ECEC as per their own national policy preferences and interests. Some EU Member States have also invested in *Mobility Partnerships*, the EU's principle framework of bilateral cooperation, to address migration issues with countries of origin and transit. EU Member States participate on a voluntary basis. A majority of the mapped countries are signatories of one or several of the four existing EU mobility part-

<sup>50</sup> Hansen, Randall, *An Assessment of Principal Regional Consultative Processes on Migration*, Geneva: IOM, 2010, viewed on 1 March 2013, [http://www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/published\\_docs/serial\\_publications/mrs\\_38\\_en.pdf](http://www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/published_docs/serial_publications/mrs_38_en.pdf).

<sup>51</sup> ACP: the African, Caribbean and Pacific Group of States

<sup>52</sup> Belgium, Germany, France, Italy, the Netherlands and Sweden are among the signatories of the MP with Armenia; France and Spain are among the signatories of the MP with Cape Verde; Belgium, Denmark, Germany, France, Italy, the Netherlands, Sweden and the UK are among the signatories of the MP with Georgia; France, Germany, Italy and Sweden are among the signatories of the MP with Moldova.

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nerships with Armenia, Cape Verde, Georgia and Moldova (Belgium, Denmark, Germany, France, Italy, the Netherlands, Spain, Sweden and the UK).<sup>52</sup> Various forms of bilateral migration partnerships have been developed by some of the mapped countries: “concerted management agreements” in France, “framework agreements on M&D” in Spain or “migration partnerships” in Switzerland.

*As regards the GFMD, the mapping indicates positive attitudes and appreciation among all countries examined, but differences to the extent and how consistently they fund the Forum. While some have provided core funding over time (Belgium, Netherlands, Norway, Spain, Switzerland and UK), others only fund certain project-based activities. Apart from financial contributions, most of the mapped countries have been actively involved either as members of the steering group (all apart from*

Denmark and Italy) or as co-chairs of specific roundtable sessions.<sup>53</sup>

*Concerning the post-2015 global framework on development, only Switzerland indicated concrete steps taken or plans to push for the inclusion of migration in this framework. At the time this study was carried out we noted that concrete discussions were ongoing in Italy, Germany the Netherlands and UK but that a given government’s position could not, at that time, have been shared. EU Member States may become more engaged, should the EC decide to refer to this issue in a Communication on post-2015 that is expected in early 2013 (at the time of writing this report this Communication was still being drafted).<sup>54</sup> As the 2013-2014 Chair-in-Office of the GFMD and as a member on the Post-2015 Panel, Sweden also plays an important role in facilitating discussions on migration as a development issue.*

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**53** GFMD’s operating modalities foresee a supporting framework that includes a Troika (the past, current and future Chairs), a Steering Group (comprised of a number of governments that lend strategic and political support to the Chair), a consultative body called the Friends of the Forum (all States Members and Observers of the United Nations), and a light support unit with administrative tasks. GFMD’s format generally comprises a summit meeting at the end of the year, which includes roundtables prepared by teams of governments around themes agreed by the Friends of the Forum. Each roundtable may include two-three thematic sessions. For each roundtable session, two governments would oversee the preparation of the background papers and chair the respective session.

**54** A public consultation was organised by the EC as a key input to its preparation: see [http://ec.europa.eu/europeaid/how/public-consultations/towards\\_post-2015-development-framework\\_en.htm](http://ec.europa.eu/europeaid/how/public-consultations/towards_post-2015-development-framework_en.htm).



## 2.6. Concluding Remarks

By the time of the first HLD on M&D in 2006, all mapped countries had engaged in one form or another in M&D, *yet none of them has so far pursued a clear and consistent approach.* Those countries that have adopted specific policies or strategies on M&D acknowledge the inter-linkages between development and migration and the role to be played by policy

Countries that have issued new policy documents on M&D in recent years have generally reflected global and EC transformations in their understanding of the M&D nexus. The GAMM and the Agenda for Change extend the EC understanding of the nexus by, *inter alia*, acknowledging inter-linkages between migration and agriculture, trade, employment

*All countries have quite some way to go to make their migration policies more development-friendly.*

to promote positive outcomes for development, but limited evidence on the exact nature of these inter-linkages and conflicting visions of the objectives to be pursued through M&D policies have hampered policy coherence for the benefit of development. At the heart of this is the migration policy component of the nexus, which is easily steered by domestic concerns and has proven influential in shaping discourses and practices on M&D in many of the mapped countries. *Migration is also portrayed as a challenge rather than an opportunity for the countries of destination.* Most of the mapped countries do not frame migration as a national development opportunity, which in some cases may have been reinforced as a result of ongoing recession and/or rising unemployment.

creation, education, health, housing and other sectors, and placing particular emphasis on the social dimension of development, including possible “social costs” of migration. While some of the mapped countries are indeed moving into a broader understanding of migration as a development issue and beyond the traditional themes – remittances, diaspora, circular migration and brain drain – others are still focusing on migrants’ “resources” to be “harnessed” for the benefit of their country of origin. *The prevalent approach still designates M&D as a tool for poverty reduction.* This may have led to an overemphasis on economic development at the expense of human development, which is linked to people’s entitlements and not to their income.<sup>55</sup> A narrow understanding of poverty reduction ignores

<sup>55</sup> Sen defines human development as “the process of expanding the substantive freedoms that people enjoy”, see Sen, A. *Development as freedom*, New York: Anchor Books, 1999.

<sup>56</sup> The 2005 European Consensus on Development (European Council, European Commission and European Parliament, *The European Consensus on Development*, 2006, viewed on 15 July 2012, [http://ec.europa.eu/development/center/repository/european\\_consensus\\_2005\\_en.pdf](http://ec.europa.eu/development/center/repository/european_consensus_2005_en.pdf)) see [http://ec.europa.eu/development/center/repository/european\\_consensus\\_2005\\_en.pdf](http://ec.europa.eu/development/center/repository/european_consensus_2005_en.pdf)) that has been adopted by the Council of the EU Council, Parliament and CommissionEC reflects a multi-dimensional understanding of poverty. This however is not always adequately reflected in instruments informed by it, e.g. the EC’s proposal for a Development Cooperation Instrument for the period 2014-2020 proposes using MDG1 (i.e. income poverty levels) to monitor progress towards development (EC/European Commission, *Proposal for a Regulation of the European Parliament and of the Council establishing a financing instrument for development cooperation*, COM(2011) 840 final, Brussels, 2011c2011, viewed on 16 August 2012 12 February 2013, [http://www.europarl.europa.eu/meetdocs/2009\\_2014/documents/deve/dv/com\\_com%282011%290840\\_/com\\_com%282011%290840\\_en.pdf](http://www.europarl.europa.eu/meetdocs/2009_2014/documents/deve/dv/com_com%282011%290840_/com_com%282011%290840_en.pdf)).

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socio-political elements that measure the quality of life, like social well-being, income inequality, gender equality, universal access to primary education, health care and meaningful employment.<sup>56</sup> References to tackling the “root” or “underlying” causes of migration can also be found in the policy frameworks of most mapped countries as part of the rationale or stated objectives.

Although all countries have committed to promote PCD in the UN (Millennium Development Goal 8<sup>57</sup>), in the EU and in national policy discussions, *they have quite some way to go*

proposal to facilitate circular migration<sup>58</sup> can be seen as a way to limit the disadvantages of a permanent migration and integration in the CoDs. At the same time, the ‘more and more’ approach together with the conditionality clause<sup>59</sup> are an integral part of the Mobility Partnerships.

Specific projects on M&D can help catalyse results of development-friendly migration policies, but they cannot ‘repair’ policies that are not. In this regard, from the perspective of development, there are *discouraging trends in some countries where development coop-*

*There are discouraging trends in some countries where development cooperation is subordinated to migration interests.*

*to make their migration policies more development-friendly.* Most of the mapped countries seem to have found it difficult to translate these overall political commitments into concrete results at the level of migration policies. Some M&D practices point towards asymmetry in policy coherence skewed towards migration policy, which, while reinforcing links between migration and development policy in certain cases, limits opportunities to promote *Policy Coherence for Development*. At the EU level the same tendency is observed. The EC’s

*eration is subordinated to migration interests,* e.g. in the debate on and increasing applications of migration-related conditionality (such as readmission) in development cooperation. The following five dimensions are identified in the literature<sup>60</sup> and were in varying degrees recognised, prioritized and addressed by the mapped countries:

1. Facilitation of legal migration and recruitment
2. Remittances and non-economic transfers

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**57** Millennium Development Goal 8 “Develop a Global Partnership for Development” anchors to develop further an open, rule-based, predictable, non-discriminatory trading and financial system; address the special needs of least developed countries, landlocked countries and small island developing states; deal comprehensively with developing countries’ debt; In cooperation with pharmaceutical companies, provide access to affordable, essential drugs in developing countries; in cooperation with the private sector, make available benefits of new technologies, especially ICTs. It emphasizes the need for international solidarity and argues that well-being of people anywhere in the world depends on the expectation of adequate living standards everywhere because of the reality of a globalised world. Knoll, Keijzer, 2013, op. cit.

**58** European Commission, *On circular migration and mobility partnerships between the European Union and third countries* (COM[2007] 248 final, Brussels, May 16, 2007).

**59** The implementation [of MPs] will be conditional upon a genuine commitment from the third-countries concerned to readmit irregular migrants who are not entitled to stay in the territory of the Member States and take effective action aimed at preventing irregular migration, establishing integrated border management, document security and to fight organised crime, including trafficking in human beings and smuggling of migrants” (EC, Communication on Migration, 2011:248 final, Brussels, 2011g, viewed on 14 February 2013, [http://ec.europa.eu/home-affairs/news/intro/docs/1\\_EN\\_ACT\\_part1\\_v11.pdf](http://ec.europa.eu/home-affairs/news/intro/docs/1_EN_ACT_part1_v11.pdf)).

**60** Knoll and, Keijzer, op. cit.

3. Protecting migrants' rights
4. Curbing irregular migration
5. Engaging with diaspora

Despite the trend towards adopting voluntary ethical standards and codes of conduct regarding the recruitment of high-skilled migration, *there has not been much progress to promote PCD in the area of facilitation of legal migration overall*. Lower-skilled workers have the greatest beneficial impact on poverty reduction in the developing world, yet it is lower-skilled workers that face the highest barriers and constraints. Moreover, the skills and knowledge of migrants are often not recognized and under-utilized, so scaled-up efforts are necessary to avoid this so-called 'brain waste'. Despite the proposals to facilitate circular migration, there are still few or no possibilities for migrants to establish their 'locus' of circularity in the host-country itself. Commitments have been made to reduce the costs of sending remittances through the G8, but adopted targets have not yet

balance would need to be found between the receiving countries' interests in restricting certain rights and granting others that contribute to the developmental effect on migrants as well as on their countries of origin.

The governmental stakeholders working in the area of M&D in the mapped countries are *not yet fully aware of the linkages between the integration of migrants and their development activities and/or have not taken them into account*. Recent studies have shown that the integration of immigrants and transnational engagement, such as participation in migrant associations promoting development in CoOs, are not contradictory, and may complement and reinforce each other by transferring skills, experience and networks between both countries. Furthermore, migrant associations often act as integration intermediaries in the country of destination. The tools and skills migrants learn through their work in their region of origin are usually transferred into engagement with institutions in the desti-

*An exchange of practices and experiences between the central and local level is lacking, which hampers the promotion of policy coherence on M&D.*

been met. There are also still a number of instances where the practices of Northern receiving countries lead to the deterioration of the human rights situation of migrants and asylum seekers. These include, for example, sending asylum seekers and irregular migrants to countries where their human rights cannot be guaranteed. Socio-economic rights, such as the right to work, the right to family reunification, portability of work permits or access to social security protection, are often restricted. To make further progress, a better

nation country. Migrants also often provide assistance to other migrants residing in the region or city of destination through disseminating information on language programs or citizenship training or offering legal and social counselling.

Local authorities have become increasingly active as players in development cooperation, including M&D initiatives, and they often address and acknowledge the linkages between the integration of migrants and their

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development activities.<sup>61</sup> At the same time, *an exchange of practices and experiences between the central and local level is lacking*, which hampers the promotion of policy coherence on M&D. Cooperation between the government actors working on M&D and those working with integration could enrich the understanding of these inter-linkages and may serve to better reflect the transnational realities migrants face and migrant associations work in.

In addition to challenges in creating interfaces between different policy fields at the national level, and between local and central level, an overall lack of cooperation between the authorities responsible for M&D was observed in all countries covered. Improving cooperation within and between countries is a precondition in promoting PCD. Cooperation and coordination between countries could probably be best enhanced by means of concrete operational activities, as opposed to more general policy level discussions. Some efforts are being made, for example, the 'European Informal Donor Network on Migration and Development', but overall *the level of coordination and harmonization in the field of M&D interventions is lower than in other sectors addressed by development cooperation*, which hampers the collective effectiveness of such interventions. Since the majority of countries have implemented programmes to support and fund diaspora associations, an exchange of lessons learnt could be an example of an area for further improvement.

The analysis shows *slow progress made in commissioning independent evaluations of*

*M&D policies and interventions*. Increased investment in evaluations and sharing the results could help ensure better evidence-based policy-making and strengthen the results of the M&D interventions. Given that the area of policy-related M&D research is still relatively young and the effects of migration on development and vice-versa are complex to investigate, countries should be commended for work already done and seek to increase investment in evaluation to further inform policies and practice.

In most mapped countries, intentions concerning the inclusion of migration in the post-2015 global development agenda were still unclear at the time of writing. In line with its strategic approach and the expected joint DEVCO-HOME EC Communication for the UN HLD, Switzerland was planning to advocate for the inclusion of migration in the post-2015 global development agenda, including during the forthcoming UN HLD. Sweden, which was to assume the Chairmanship of the GFMD in January 2013 (until June 2014), also intended to work on this issue, although the country's strategic approach for the GFMD was not yet public. Other countries had either not discussed the issue (e.g. Belgium) or not reached a decision (e.g. Germany). Given the strong rooting of the German approach to M&D in the MDG framework, it was thought that Germany might also join the ranks of migration mainstreaming supporters at the global level. In this context, there was strong potential for the forthcoming EC Communication to play an influential role in shaping the positioning of EU Member States at a crucial period for the future of the M&D agenda.

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61 This has also been confirmed by a recent report of the EC-UN Joint Migration and Development Initiative. JMDI, *Lessons Drawn from the Experience of Local Authorities*, full report, 2010, viewed on 18 December 2012, [http://www.migration4development.org/sites/m4d.emakina-eu.net/files/JMDI\\_Migration\\_to\\_Development\\_LA\\_report\\_July2010.pdf](http://www.migration4development.org/sites/m4d.emakina-eu.net/files/JMDI_Migration_to_Development_LA_report_July2010.pdf).

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### 3.1. Perspectives for Taking the European Agenda Forward

Since 2011, M&D benefits from a dual policy anchorage at EU level, the GAMM and the Agenda for Change.<sup>62</sup> The EC Communication on the GAMM was accompanied by a Staff Working Paper on Migration and Development (SWP) which further clarifies the EC lines of thinking on M&D, acknowledging in particular that “the links between development and migration are much broader and more complex than the policy area addressed so far”.<sup>63</sup> These policy documents, which were endorsed and reinforced by the Member States, put forward a renewed approach to M&D, exploring new ideas in the “traditional” areas of the EC agenda (remittances, diaspora, circular migration, brain drain) and broadening the understanding of both migration and development and their inter-linkages. They also prioritise the mainstreaming of migration in develop-

ments very closely, it did, however, identify labour migration and South-South Migration<sup>64</sup> as priority areas of intervention already in 2009, when M&D was anchored within SDC in the form of the newly created Global Program on Migration and Development (GPMD).

#### 3.1.1. Towards a More Encompassing Approach to Migration and Mobility

A key feature of the GAMM is that it encompasses a much broader set of movements than was previously the case through the added reference to mobility. The modification might have been initially prompted by reflections on visa policy for short-term movement into the EU, but it results in a re-conceptualisation of the M&D nexus which takes into account shorter-term and non permanent forms of movements, including in a South-South context.

*One can notice a re-conceptualisation of the M&D nexus which takes into account shorter-term and non permanent forms of movements, including in a South-South context.*

ment strategies, acknowledging inter-linkages between migration and other sectoral policies. Taking these latest EC policy developments as a baseline, this section discusses the current situation and the perspectives for taking the European agenda forward in the mapped countries. On this note it should be mentioned that while Switzerland follows EC develop-

This later aspect is another key element of the GAMM, which acknowledges the significance of inter- and intra-regional migration within the developing world and widens the focus beyond migration into the EU. This in turn sheds light on one of the main blind spots to date within the M&D nexus: the perspective of *developing countries of destination*. The Agenda for

<sup>62</sup> EC, 2011a, op. cit.; EC, Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, Increasing the impact of EU development policy: An agenda for change. COM(2011) 637 final, 2011f, p. 12, viewed on 21 July 2012, <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2011:0637:FIN:EN:PDF>; Council of the EU, 2012, op. cit.

<sup>63</sup> EC, Commission Staff Working Paper Accompanying the Global Approach to Migration and Mobility, SEC(2011) 1353 final, 2011b, viewed on 24 July 2012, [http://ec.europa.eu/home-affairs/news/intro/docs/2\\_EN\\_autre\\_document\\_travail\\_service\\_part1\\_v3.pdf](http://ec.europa.eu/home-affairs/news/intro/docs/2_EN_autre_document_travail_service_part1_v3.pdf).

<sup>64</sup> The notion of South-South Migration is used to better distinguish from the traditional focus in the migration dialogue on South-North human mobility. It would, however, be more correct to speak about regional mobility which represents the global migratory movements.

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Change similarly refers to the overall objective of “maximising the development impact of the increased regional and global mobility of people”, devoting particular attention to *regional labour mobility*. It is worth noting that the EU has already been working on these issues<sup>65</sup> and that its revised agenda constitutes an attempt to realign the policy and operational levels.

Although international migration from developing countries to the EU has attracted most of the attention, *some of the mapped countries have already been working on South-South migration and mobility*. The significance of South-South movements has been acknowledged in the policy frameworks in Germany, Switzerland – with an explicit reference to the GAMM – and the UK.<sup>66</sup> At the operational level, Switzerland and the UK in particular have implemented significant South-South M&D programmes. Switzerland has been supporting M&D programmes in South Asia and the Middle East focusing on both the intra- and inter-regional dimensions (e.g. the South Asia – Middle East migration corridor), while DFID is currently implementing an important regional migration programme in Asia. DfID has also supported major M&D research programmes (the “Development Research Centre on Migration, Globalisation and Poverty” and its successor the “Migrating out of Poverty Research Programme Consortium”) which have both placed significant emphasis on South-South migration in Africa and Asia, *including the various forms of internal migration and mobility such as internal seasonal and temporary mobility or urbanisation*. By focusing on

internal movements, which are greater than international flows and represent a major livelihood strategy in many parts of the South<sup>67</sup>, the DfID M&D agenda gives more focus to these routes of mobility than the GAMM and Agenda for Change, which still essentially prioritise international migration. Although Spain does not explicitly refer to South-South migration in its M&D policy framework, it has been implementing the “ECOWAS-Spain Fund on Migration and Development” since 2008<sup>68</sup>, which essentially supports the implementation of ECOWAS regional policy framework on migration and funds M&D activities within the ECOWAS space. Similarly, while the French co-development/solidarity development policy framework has concentrated on migration from developing countries to France, the operational strategy of the FDA integrates the South-South dimension and equally focuses on international and internal flows, supporting projects in these areas. Sweden has also been addressing internal and regional migration issues in a number of projects. Under the Swiss presidency of the GFMD, South-South migration for development was introduced on the agenda and remained an important topic under the subsequent Mauritian presidency. It will be of interest to see to what extent the growing attention given to intra-regional migration in the Global South will effect the discussion on migration as an enabler for development in the Post-2015 debates

The GAMM also extends the EU understanding of the M&D nexus through the *explicit inclusion of forced migration (refugees and*

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<sup>65</sup> In particular through its flagship “Intra-ACP Migration Facility” launched in 2009, a South-South migration project which encompasses various components, including the ACP Migration Observatory; a major EU-funded regional project entitled ‘Support for Free Movement of Persons and Migration in West Africa’ is also expected to start in spring 2013.

<sup>66</sup> Although in the case of the UK, there is no more policy framework on M&D as such since the 2010 general elections which have basically overridden earlier M&D strategies.

<sup>67</sup> See for example UNDP, 2009, op. cit.

<sup>68</sup> Economic Community Of West African States (ECOWAS)

IDPs<sup>69</sup>). “Promoting international protection and enhancing the external dimension of asylum policy” is included as a new pillar of the GAMM, and considerable attention is given to strengthening the articulation between forced displacement and development, including the “links between migration, climate change and

various degrees by all other mapped countries, but to prioritise precisely the links between humanitarian and development approaches in regions of origin. The Netherlands, which has developed an overall M&D strategy, including the protection of forced migrants in regions of origin, has also been working along similar

*Denmark has been advocating for a reconsideration of forced migration as a development issue for a long time.*

environmental degradation”. The GAMM highlights the need to address the development needs of forced migrants as part of the search for durable solutions, including through “concepts and devices for improving the transition between humanitarian and development aid”. It advocates in particular for comprehensive development programmes, benefiting both forced migrants and host populations, and for the mainstreaming of forced migration in national poverty reduction strategies, where appropriate.

These ideas have long been promoted by Denmark, which has been advocating for a reconsideration of forced migration as a development issue and supporting research and

lines in its dedicated programmes. Switzerland, inspired by the Danish experience, has also developed a “Protection in the Region” strategy.

*The other nine countries do not link their activities in this area to M&D.* However, reflections on the transition between short-term humanitarian assistance and longer-term development planning are not new, and some countries will have accumulated significant experience on this topic as part of their humanitarian policy. This raises an interesting issue, namely the challenge of mapping and connecting the significant wealth of experiences and practices relevant to the M&D field which are developed without referring to M&D as a framework.

*It is a challenge to map and connect the significant wealth of experiences and practices relevant to the M&D field which are developed without referring to M&D as a framework.*

operational programmes, notably the “Regions of Origin Initiative”, in this area. With the exception of its 2008-2012 development strategy, Denmark has chosen not to focus on the traditional understanding of M&D shared to

As regards specifically inter-linkages between migration, climate change and environmental degradation, several mapped countries have also accumulated experience. The UK has recently supported an important research

69 Internally Displaced Person (IDP)

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project on migration and global environmental change, while Norway and Switzerland have launched the “Nansen Initiative” following a Conference on Climate Change and Displacement in the 21<sup>st</sup> Century held in Oslo in 2011.

### 3.1.2. Towards a More Encompassing Approach to Development

The GAMM deepens the EU approach to development by putting forward a “migrant-centred approach”. “Enhanced dialogue with the diaspora, migrant groups and relevant organisations” is considered a key element of this approach. The SWP highlights the potential of local authorities in this perspective, given their direct experience of cooperation with diaspora organisations and the strong local dimension of migrants’ integration challenges. The migrant-centred approach underpins the inclusion of migrants’ human rights along the migration cycle as a cross-cutting issue of the GAMM. The SWP

on access to justice and enforceability for the respect of migrants’ human and labour rights.

*The social dimension of development is another central element of the GAMM which calls for rebalancing the sometimes excessively positive assessment of migration effects and better analysing potential “downsides”, and notably social costs. The paper addresses social aspects, at both origin (effects on families and households - with specific attention to children left behind and the implications for women and the elderly; effects on the labour force, inequalities and social cohesion) and destination (economic and social integration issues), advocating for adequate social policy responses in the areas of health, education, social protection, labour and employment, etc. Interestingly, the renewed EU approach focuses on integration challenges in both EU and developing countries of destination. Under its first pillar on legal migration and mobility,*

*The renewed EU approach focuses on integration challenges in both EU and developing countries of destination.*

puts special emphasis on vulnerable migrants (unaccompanied minors, asylum-seekers, victims of trafficking, stranded migrants) and on the specific needs of women. The rights of migrant workers are also prioritised in the GAMM and the Agenda for Change, with the later aiming at “fully [exploiting] the interrelationship between migration, mobility and employment”, in the broader framework of the *decent work agenda*. The SWP, which clearly refers to the decent work agenda, including core International Labor Organization (ILO) labour standards, puts emphasis

the GAMM refers to the European Agenda for the Integration of Third-Country Nationals<sup>70</sup> put forward by the EC and acknowledges that “effective integration, in particular in the labour market, is the key to ensuring that both migrants and receiving societies can benefit from the potential of migration”. Issues linked to the portability of social rights and the recognition of migrants’ qualifications – including brain waste in EU countries – receive particular attention. Integration issues are also envisaged from the perspective of developing countries, with the suggestion in the SWP that the

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<sup>70</sup> EC, European Agenda for the Integration of Third-Country Nationals, COM (2011) 455 final, 2011h, viewed on 3 February 2013, [http://ec.europa.eu/home-affairs/news/intro/docs/110720/1\\_EN\\_ACT\\_part1\\_v10.pdf](http://ec.europa.eu/home-affairs/news/intro/docs/110720/1_EN_ACT_part1_v10.pdf).

related European Agenda and best practices in EU Member States could be shared with partner developing countries.

Turning to the situation in the mapped countries, there has been some progress towards more migrant-centred approaches, with a number of countries acknowledging the human rights of migrants in their M&D policy documents (e.g. Germany, the Netherlands,

migrants and their organisations has brought to the fore the determinant impact of integration at destination countries for the success of migrants' involvement in their countries of origin. Generally speaking, local authorities are dealing directly with the challenge of promoting migrants' integration in host communities and are therefore more sensitive to these issues. Germany in particular has made integration a central element of its

*The social implications of migration in developing countries have not yet been adequately integrated into social policy development.*

Spain, Sweden and Switzerland). However, particular gaps can be noted in the mapped countries both at policy and operational levels regarding some of the vulnerable groups identified in the EU SWP: unaccompanied minors, stranded migrants and broader issues linked to transit and responses to mixed migration flows have not been adequately addressed, even though some initiatives exist in those areas. The protection of migrant workers in developing countries is addressed to various extents by the mapped countries working on South-South migration, but *Switzerland is the only country establishing a clear link between its M&D framework and the decent work agenda*, with SDC's M&D strategic framework for 2013-2017, considering "decent work and access to justice" as one of its five priorities.

Integration in Europe is perceived in various cases as a way to enhance migrants' capacity to contribute to the development of their country of origin, notably in countries where local authorities have been involved in M&D activities (e.g. Belgium, Germany, France, Italy and Spain). This is not surprising since local authorities' experience of dealing with

M&D approach. Acknowledging its need for migration, and in order to effectively realise the "triple win" effects, the country aims at "generating greater acceptance of migration and migrants inside Germany". However, few mapped countries establish clear links between their discussions on integration under the M&D framework and their own social policies in areas such as labour markets, social protection, education, etc. Issues such as access to labour markets, including the recognition of migrants' qualifications, access to social services, social rights portability, etc. are often left aside in M&D discussions, illustrating the challenge of promoting policy coherence in many of the mapped countries. Sweden stands out as the country in which these links are most clearly established.

*The social effects of migration in developing countries of origin and destination have attracted only limited attention* in the mapped countries as part of M&D policies and programmes. A number of research projects have addressed social effects at origin (e.g. the effects of remittances, the implications of migration for gender, family and community

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relationships, including inequalities and power relations outcomes) while research on the social effects in developing countries of destination remains quite limited to date. Among the mapped countries, the UK, through DfID-funded projects at the University of Sussex<sup>71</sup>, has been particularly active in promoting a better understanding of the social dimensions of South-South movements. Switzerland has implemented certain projects focusing on social vulnerabilities, including of family members left behind and has thereby started to collect some operational evidence from the field. Nonetheless, there has still been little operationalisation of research findings to date and the social implications of migration in developing countries have not yet been adequately integrated into social policy development.<sup>72</sup>

### 3.1.3. Towards Policy Coherence for Development: the Mainstreaming Approach

As far as the mapped countries are concerned, only one, Switzerland, has so far adopted 'migration mainstreaming', defined as "the process of assessing the implications of migration for any action or goals planned in a

framework of the Federal Council Dispatch on Swiss International Cooperation 2013-2016, which includes migration as a priority. Contrary to this systemic process, most countries have so far adopted more piecemeal approaches by focusing on M&D as a separate area or by factoring the migration dimension in some of their regional or country-level strategies in an ad-hoc manner. The approach adopted by the French Development Agency (FDA) is however worth noting. Although the French policy framework does not consider M&D in a mainstreaming perspective, FDA has designed a "transversal intervention framework" on internal and international migration aimed at horizontally integrating the migration dimension in its cooperation at strategic and operational levels in all relevant areas.

The GAMM calls for the "successful mainstreaming of migration in development thinking [...] making it an integral part of a whole range of sectoral policies". This in turn requires raising awareness among development practitioners both in the EU and in partner countries about the inter-linkages between migration and other areas such as agriculture, trade, employ-

*This requires raising awareness among development practitioners both in the EU and in partner countries about the inter-linkages between migration and other areas such as agriculture, trade, employment creation, education, health and housing.*

development and poverty reduction strategy" as a clear priority. SDC's M&D strategic framework for 2013-2017 includes the "integration of migration into development planning" as one of its five priorities, within the broader

ment creation, education, health and housing. Extended migration profiles are seen as useful instruments to build the evidence base necessary for meaningfully integrating migration in development strategies and in EU cooperation

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71 "Development Research Centre on Migration, Globalisation and Poverty" and "Migrating out of Poverty Research Programme Consortium".

72 Hujo, K., Piper, N. (eds), South-South Migration: Implications for Social Policy and Development, Basingstoke: Palgrave Macmillan, 2010.



at all levels. The SWP further clarifies the EC objective of putting development concerns at the centre of the analysis by promoting a reverse terminology: “*the development and migration nexus*”. In such a development perspective, migration is promoted as “*a factor of development and economic growth in the medium and long term*, and hence as a component of EU development policy alongside other sectors”. The SWP also deepens the analysis by acknowledging that public policies in other sectors both affect, and are affected by, migration. The role of migration in development strategies is equally recognised by the EU development policy framework, the “Agenda for change”, which discusses migration as part of its strategy for the promotion of “inclusive and sustainable growth for human development”.

At the time of writing, a joint EC Communication by the Directorate General Development and Cooperation (DG DEVCO) and the Directorate General for Home Affairs (DG HOME<sup>73</sup>) entitled “Maximising the Development Impact of Migration” was under preparation with the dual objective of preparing the EU position for the 2013 UNHLD and providing orientations for future steps to broaden the development-migration nexus, in line with the Council Conclusions on the GAMM.<sup>74</sup> The Communication was expected, *inter alia*, to discuss inter-linkages between migration and development, including the achievement of the MDGs, and to further promote the integration of migration as a development factor in devel-

opment agendas, including at the global level in the post-MDG framework. Another DEVCO Communication was under preparation specifically concerning the EU contribution to global debates on the post-2015 framework. It was anticipated that this Communication would confirm the importance of migration in development strategies, in line with the “Agenda for change”.

Some necessary steps have been taken to mainstream migration in development thinking, but the other side of the M&D coin, mainstreaming development in migration policies, has received very little attention. The 2012 Council Conclusions on Policy Coherence for Development reiterated the 2009 decision to make migration one of five immediate future focus areas for PCD in the EU, so the formulation of development-friendly<sup>75</sup> migration policies should already be high on the agenda of all EU member states. The GAMM actually states that “[d]evelopment objectives are being taken into account more and more in the EU and partner countries’ migration policies”, but this study indicates that ‘development-proofing’<sup>76</sup> of migration policies has a long way to go. In view of the inherent external dimension of migration governance and the fact that migration management objectives in some cases has set the direction for M&D policies and practices, points to the need for states to address what it really means to promote PCD and mainstream development thinking in migration policies.

<sup>73</sup> Directorate General for Development and Cooperation; Directorate General for Home Affairs.

<sup>74</sup> In its May 2012 conclusions on the GAMM, the Council called upon the Commission to “ensure a more ambitious and forward-looking policy development on the migration and development nexus, and to strengthen its effective implementation based on development and aid effectiveness principles, and in line with the priorities identified by partner countries and the EU’s “Agenda for Change” on increasing the impact of EU development policy”, Council of the EU, 2012, op. cit.

<sup>75</sup> From a development perspective, policy coherence implies that in pursuing domestic policy objectives, such as migration, governments should – at a minimum – avoid negative consequences and spillovers which would adversely affect the development prospects of poor countries.

<sup>76</sup> ‘Development-proofing’ means that where there are alternative interventions possible to achieve the domestic objective, the domestic policy with the greatest coherence with development policy objectives should be chosen.

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## 3.2. Recommendations

Migration is coming to the fore at the UN through the second HLD on M&D which will take place in October 2013 and the review of the 1994 ICPD PoA in September 2014. In addition to these two opportunities to re-evaluate and move forward the global M&D agenda, the preparations of the post-2015 development agenda provide a possibility to put forward a strong developmental approach reflecting an already broadened and deepened understanding of M&D. A more development-oriented GFMD is also a priority of the Swedish chairmanship 2013-2014, so all of these global discussions should help to look at ways to pro-actively factor migration – just as other population dynamics – into development strategies and to plan for the likely mobility outcomes of development scenarios.

In view of this global momentum and in accordance with the discussion in section 3.1 above, the following recommendations are put forward by the research team as ‘food for thought’ on how to further strengthen development thinking on migration:

### **Towards a More Encompassing Approach to Migration and Mobility**

1. Broaden the conceptual approach to M&D to encompass all forms of migration and mobility, including shorter-term and non permanent forms of movements, within and between countries of origin, transition and destination, whether situated in the ‘Global South or North’ and ensure the active involvement of authorities at all governmental levels.
2. Ensure a migrant-centred approach in all M&D strategies, programmes, projects or actions, respecting the human rights

of migrants’ along the migration cycle as a cross-cutting issue with special emphasis on vulnerable migrants (unaccompanied minors, asylum-seekers, victims of trafficking, stranded migrants) and on the specific gender needs.

3. Address the development needs of forced migrants (refugees and IDPs) as part of the search for durable solutions and the already ongoing reflection on the transition between short-term humanitarian assistance and longer-term development planning.

### **Towards a More Encompassing Approach to Development**

4. Draw lessons from the successful division of labour in other sectors in development cooperation and increase discussion on how to avoid fragmentation; strengthen cooperation in the field of migration, development and humanitarian interventions.
5. Assess the implications of migration for any action or goals planned in a development and poverty reduction strategy, including in development cooperation strategies, programmes and projects.
6. Analyse the effects of migration on other policy areas, and vice versa, in both countries or origin and destination; these include, but are not limited to, agriculture, rural development, trade, employment creation, education, health, housing, urbanisation and integration.
7. Assess integration and social policies, such as labour markets, social protection, and access to education, under the M&D framework.

8. Promote research on the exact nature of qualitative inter-linkages between migration and development at local, national and regional levels.
9. Deepen the dialogue on M&D by raising awareness on migration as a cross-cutting development factor among and between central and local level authorities, with a view to ensure adequate policy responses to the migration realities of today and tomorrow.
10. Take initiatives to improve an exchange of ideas between ministries involved in migration and development policies inside government and between other countries; improve consultation and participation possibilities for key stakeholders.
11. Define and operationalise M&D objectives in a way that ensures PCD.
12. Follow through on political commitments to PCD in the field of migration and inter-related policies.
13. Ensure that policy coherence penetrates not only the external dimension of development and migration policies, but that coherence is also sought after in the domestic domain.
14. Increase financial and political support for evaluations of the impact of migration policies on the development of developing countries, so as to create a basis for improved accountability and learning.
15. Go beyond isolated evaluations of individual M&D interventions and invest in evaluations and studies that link such M&D interventions to the overall policies they seek to support, while engaging into joint evaluation processes whenever possible.
16. Push for adequate attention to migration in the 2013 MDG review meeting, the High-Level Dialogue, and in positions for a post-2015 framework on development including in due form also the Rio+20 process.

**Towards Policy Coherence for Development**

The table below identifies specific actions for governments in relation to four different groups of stakeholders:

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## **1. International Organisations**

- 1.1 Devote resources to M&D projects; promote joint initiatives to avoid duplication of efforts and competition between UN agencies and international organisations
- 1.2 Promote a stronger place to migration issues in discussion on a post-2015 framework, as well as in ongoing development dialogues – in particular the UN Development Cooperation Forum
- 1.3 Commission policy-relevant research and present reports widely to feed into regional and global M&D debates
- 1.4 Push for coverage of M&D in future Human Development and other relevant reports (e.g. World Development Report)

## **2. Civil Society Organisations**

- 2.1 Support networking and cooperation between migration-specialised organisations and development organisations and create visibility for such initiatives so as to stimulate governments to do the same
- 2.2 Build the capacities of civil society organisations in all areas needed to strengthen their ability to interact with and participate in national, regional and global dialogues on M&D
- 2.3 Support civil society organisations in their sensitisation and advocacy initiatives aiming at promoting holistic migration and development approaches and policy coherence for development (possible target groups: members of parliament, social partners, the media)

## **3. Academia**

- 3.1 Increase funding for research that transcends sectoral divisions in order to further investigate the costs and benefits of coherent and coordinated approaches
- 3.2 Improve the availability of empirical research on how migration policies of states affect each others' development and identify concrete means on how win-win situations can be created and sustained
- 3.3 Increase research efforts on the non-monetary benefits of migration to enrich the current income-oriented M&D policy discussions

## **4. Private Sector**

- 4.1 Engage in a dialogue on migration and M&D policies with key private sector actors, such as employers' associations, recruitment agencies and other interest groups, with a view to ensure a comprehensive and responsive policy framework on M&D
- 4.2 Support development initiatives by migrant-led business and professional networks in their countries of origin

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## 4.1. Belgium

Belgium does not have an explicit M&D policy at the federal level, although a more systematic approach towards M&D has been debated in parliament during the last decade. Belgium has a “migration and development programme” and a special envoy on migration and asylum tasked with coordinating all aspects of migration policy. The latest policy note on migration and asylum (of 2011) does, however, not specifically refer to the development potential of migration. M&D is not a focus of the BTC, the Belgian technical cooperation, but it is one of 12 themes of Belgian development cooperation under the Minister for Development Cooperation. Migration and PCD are not high on the agenda, which can be partially explained by its political sensitivity.. The focus of Belgian M&D projects has been on involving the diaspora in the development of their countries of origin. Belgium participates actively in international fora on M&D, particularly in the GFMD, the Rabat Process and the Budapest Process.

### 4.1.1. The Migration and Development concept

Belgium does *not have a policy document solely focused on M&D*, nor does it have an overarching policy statement that refers to M&D and provides a definition of the concept.

Although migration is not a priority mentioned in the Belgian law on international cooperation from 1999<sup>77</sup>, it set a standard for all Belgian development cooperation programmes by noting that each programme should contribute to the development of partner countries. In 2002, this principle was applied to M&D when the ‘voluntary return and reintegration’ programme (1997-2002) became the ‘migration and development’ programme and a budget line and small policy unit for M&D were created. The new programme envisaged pro-

moting the development of partner countries, *inter alia*, through mobilising the development potential of migrants.<sup>78</sup>

An important step towards developing a Belgian M&D concept were eight *meetings on M&D held in the Senate in 2003-2004*. In the report ‘Migration and development: forces for the future’<sup>79</sup> the Senate Committee recommended to create a structure in charge of the coordination of policies concerned with M&D. Furthermore, it was recommended to amend the law of 1999 defining priority countries for cooperation to include criteria linked to the number of immigrants in Belgium who could take part in this cooperation.<sup>80</sup> The Committee observed that migrant organisations had great potential to contribute to development, but

<sup>77</sup> Belgian Government, *Law on Belgian International Cooperation*, 1999, viewed on 1 July 2012, [http://diplomatie.belgium.be/en/binaries/law\\_belgian\\_international\\_cooperation\\_tcm312-79173.pdf](http://diplomatie.belgium.be/en/binaries/law_belgian_international_cooperation_tcm312-79173.pdf)

<sup>78</sup> ACE Europe, *Evaluation: migration et developpement - rapport final*, 2005, viewed on 2 July 2012, <http://www.oecd.org/dataoecd/12/44/40804036.pdf>; De Haas, *Engaging diasporas. How governments and development agencies can support diaspora involvement in the development of origin countries*, 2006, viewed on 2 July 2012, <http://www.imi.ox.ac.uk/pdfs/engaging-diasporas-hein-de-haas.pdf>.

<sup>79</sup> Belgian Senate, *Migranten en ontwikkeling: krachten voor de toekomst*, 2004, viewed on 1 July 2012, <http://www.senaat.be/www/?Mlval=/publications/viewPubDoc&TID=50335878&LANG=nl>.

<sup>80</sup> IOM, *Laws for legal immigration in the 27 EU Member States*, 2009, viewed on 2 July 2012, [http://publications.iom.int/bookstore/free/IML\\_16.pdf](http://publications.iom.int/bookstore/free/IML_16.pdf).

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that they were seldom involved in development policies and had no access to project funding, as they could only acquire NGO status if a majority of their board members were Belgian nationals. The Committee therefore concluded that migrants and their organisations should be recognised and be eligible for government funding, and that a coordinating governmental body on M&D should be established. The report also recommended a series of measures to facilitate remittances.<sup>81</sup> The Senate also decided to organize a series of hearings in 2007 on 'Migrant remittances', compiled in a report, but recommendations were not made.<sup>82</sup>

Belgium has since formulated several *main policy goals*<sup>83</sup> for its M&D projects, which should:

1. Contribute to reflections about the *causes of migration* from the countries of origin;
2. Develop *reintegration tools* after voluntary return, including economic support during the reintegration of the returnees;
3. Contribute to the fight against *irregular migration* by ameliorating the economic situation in countries of origin;
4. Reinforce the *local authorities* in charge of the management of migration flows;
5. Organise in cooperation with other Member States *information and awareness raising campaigns*, with particular focus on voluntary groups amongst potential migrants.

A study conducted by the European Migration Network found that circular migration and temporary migration have not been prominent themes in discussions on Belgian migration policy.<sup>84</sup> A comprehensive and fully developed vision on their possible role in migration, as well as contribution to development, is lacking. However, a law dating from 1980 allows immigrants living in Belgium to leave it for a period of less than one year without conditions and for longer than one year if they prove before their departure that the "centre of their interests" will remain in Belgium.<sup>85</sup>

At the regional level, the *Walloon region defined co-development in 2009* in a decree on the integration of foreign persons and those of foreign origin as a 'collaboration between persons of foreign origin, their organisations, their partners, public and private, in their regions of origin as well as their destination region, with a shared framework of reference'.<sup>86</sup>

#### 4.1.2. Institutional framework and policy coherence for Migration and Development

The post of Ambassador for Immigration and Asylum Policy was created in 1990 and tasked with maintaining high-level contacts with third countries to facilitate discussion on issues such as irregular migration, readmission or capacity building with regard to migration and asylum policy. In 2007, the Ambassador was tasked with organizing the first GFMD in Belgium. Now called the *Special Envoy for Asylum and*

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<sup>81</sup> De Haas, 2006, op. cit.

<sup>82</sup> IOM, 2009, op. cit.

<sup>83</sup> EMN, *Annual Policy Report 2011: Policy report regarding asylum and migration in Belgium*, 2012, viewed on 29 June 2012, [http://www.emnbelgium.be/sites/default/files/publications/annual\\_policy\\_rapport\\_2011\\_definitief.pdf](http://www.emnbelgium.be/sites/default/files/publications/annual_policy_rapport_2011_definitief.pdf)

<sup>84</sup> EMN, *Temporary and circular migration in Belgium: Empirical evidence, current policy practice and future options*, 2011, viewed on 29 June 2012, [www.emn.intrasoft-intl.com/Downloads/download.do;jsessionid=EDB6A6C3E2F09DB144E7F33B3E9B2642?fileID=1399](http://www.emn.intrasoft-intl.com/Downloads/download.do;jsessionid=EDB6A6C3E2F09DB144E7F33B3E9B2642?fileID=1399).

<sup>85</sup> IOM, 2009, op. cit.

<sup>86</sup> Parlement wallon, *Décret modifiant le décret du 4 juillet 1996 relatif à l'intégration des personnes étrangères ou d'origine étrangère*, 2009, viewed on 1 July 2012, <http://wallex.wallonie.be/index.php?doc=14418&rev=14995-8406>.

*Migration*, the Ambassador remains the contact point for M&D policy (for the development department and the Secretary of State for migration) and organises *meetings* with other ministries concerned with M&D issues if the need arises. The Ambassador has two staff and is attached to the Ministry of Foreign Affairs.

Also within the Ministry of Foreign Affairs, under the *Minister for Development Cooperation*, M&D is one of 12 themes of Belgian development cooperation. At the time of writing, the Development Cooperation Department was undergoing *restructuring* and it was not clear whether there would be a focal point on migration in the future. M&D is *not a theme of the BTC*, the Belgian technical cooperation.

As concerns *migration policy*, since 2011 there has been, attached to the Ministry of Justice, a Secretary of State responsible for migration, social integration and the fight against poverty (within Belgium).

In Belgium, regions and communes also carry out M&D programmes, which at times complicates coordination and communication with the federal level. As already mentioned above, the Walloon region has attempted to merge its migrant integration policy with co-development and has made some of its funding available for this. Since 2002, the cooperation agreement initiating the 'Conseil Wallonie-Bruxelles de la coopération internationale' states that two members of the Council should

be particularly concerned with M&D: the NGO associations CNCD-11.11.11 and ACODEV. A budget line for migrant organisations developing projects in their countries of origin was launched in 2011.<sup>87</sup>

*PCD is work in progress*, and issues such as employment and migration (addressing shortages in the employment market) are politically sensitive. At the time of writing, PCD and migration were not high on the agenda in Belgium partly due to restructuring in the Development Cooperation Department. The 2011 policy note on public enterprises, science policy, development policy and urban policy notes that there is a stronger demand for more coherence between development policy and policies like migration. It also states that on migration, external expertise is required for policy preparation.<sup>88</sup> The 2011 policy note on migration and asylum (1964/009) does not specifically refer to the development potential of migration.<sup>89</sup> Like other EU Member States, the government has also made political and legal commitments to promoting Policy Coherence for Development (PCD) in EU Treaties and in EU policy documents respectively – most notably in this context the Global Approach to Migration and Mobility. The Lisbon Treaty, which entered into force in December 2009, states that the Union “[...] shall take account of the objectives of development cooperation in the policies that it implements which are likely to affect developing countries”.<sup>90</sup> More information on these EU policies can be found in chapter 4.12 on the

<sup>87</sup> CNCD-11.11.11, *Guide pratique du co-développement*, 2012, viewed on 2 July 2012, [http://www.cncd.be/IMG/pdf/2012\\_BrochureOSIM\\_WEB.pdf](http://www.cncd.be/IMG/pdf/2012_BrochureOSIM_WEB.pdf).

<sup>88</sup> Belgian Government, *Note de Politique Generale/Algemene Beleidsnota: Overheidsbedrijven, Wetenschapsbeleid, Ontwikkelingssamenwerking en Grootstedenbeleid, Entreprises publiques, Politique scientifique, Coopération au développement et Politique des grandes villes*, Brussels, 2011a, viewed on 1 July 2012, [http://diplomatie.belgium.be/nl/binaries/beleidsnota\\_magnette\\_tcm314-158740.pdf](http://diplomatie.belgium.be/nl/binaries/beleidsnota_magnette_tcm314-158740.pdf)

<sup>89</sup> Belgian Government, *Note de Politique Generale/Algemene Beleidsnota: Hervorming van asiel en migratie*, Brussels, 2011b, viewed on 1 July 2012, <http://www.maggiedeblock.be/wp-content/uploads/2012/01/53K1964009-Asiel-Migratie3.pdf>.

<sup>90</sup> EU, Treaty on the Functioning of the European Union (Article 208), 2007, viewed on 18 February 2013, <http://www.lisbon-treaty.org/wcm/the-lisbon-treaty/treaty-on-the-functioning-of-the-european-union-and-comments/part-5-external-action-by-the-union/title-3-cooperation-with-third-countries-and-humanitarian-aid/chapter-1-development-cooperation/496-article-208.html>.

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European Union. Operationalising the Migration and Development policy

Funds for M&D projects come from the federal government's *ODA budget* under the Ministry of Foreign Affairs, the regions, and the Federal Agency for the Reception of Asylum Seekers under the Ministry Justice. Belgium also spends ODA on the care of asylum-seekers in Belgium, which has raised questions in the Senate before, although as per the OECD members' agreement such support can be reported as ODA.<sup>91</sup> The *Immigration Department* and the *Directorate-General Development Cooperation* jointly manage the financial resources made available for projects contributing to both migration and development policy objectives.<sup>92</sup>

In 2006, the Ministry of Foreign Affairs sought to learn lessons from the projects under the M&D budget line that had been created in 2002 and jointly decided upon by the Ministry of Justice and Foreign Affairs. These lessons<sup>93</sup> were that:

- Common ground could be found although the objectives of the ministries differed;
- Projects were often of a small-scale and ill-adapted to the policy objectives of development aid favouring concentrated and long term actions;
- Target countries were not always a priority for the Ministry of Justice, and;
- Increased understanding on both sides led to the identification of longer term projects.

The Belgian Development Cooperation Department has a specific budget line to co-finance (up to 85%) projects and programmes by diaspora organisations that wish to contribute to the development of their countries of origin. In 2011, an annual tranche of EUR 425 000 was paid to the "Benelux Afro Centre" and to "Cap Santé" respectively from the total amount of EUR 1.25 million granted for the period 2010-2012.<sup>94</sup> In these programmes, the development of the institutional and management capacities of partner organisations in the South plays a key role.

Since 2004, Belgium has 18 partner countries: Algeria, Benin, Bolivia, Burundi, Democratic Republic of Congo, Ecuador, Mali, Morocco, Mozambique, Niger, the Palestinian Territories, Peru, Rwanda, Senegal, Tanzania, Uganda, Vietnam and South Africa. Its priority region is the African Great Lakes region.

#### 4.1.2.1 Lessons learnt

A list of sample projects in the areas of diaspora engagement, circular migration and voluntary return and reintegration can be found in Annex III.i. Regarding returning experts, Belgium has learnt the following project implementation lessons.<sup>95</sup>

##### *MIDA Great Lakes*

In 2005, IOM started implementing the MIDA Great Lakes Programme, to support experts from Burundi, the Democratic Republic of

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91 Belgian Senate, Asielzoekers. — Opvang. — *Erkenning van de uitgaven als officiële ontwikkelingshulp.* — *Begroting* 2004, 2005 en 2006, 2006, viewed on 2 July 2012, <http://www.senate.be/www/?Mlval=/consulteren/publicatie2&BLOKNR=122&COLL=B&LEG=3&NR=84&SUF=&VOLGNR=&LANG=nl>.

92 EMN, *Annual Policy Report 2009: Policy report regarding asylum and migration in Belgium*, 2010, viewed on 5 July 2012, [http://www.emnbelgium.be/sites/default/files/publications/annual\\_policy\\_report\\_belgium\\_2009.pdf](http://www.emnbelgium.be/sites/default/files/publications/annual_policy_report_belgium_2009.pdf).

93 UN, *Belgium and policy coherence on migration*, 2006, viewed on 5 July 2012, [http://www.un.org/esa/population/migration/turin/Symposium\\_Turin\\_files/Policycoherence.pdf](http://www.un.org/esa/population/migration/turin/Symposium_Turin_files/Policycoherence.pdf).

94 EMN, 2012, op. cit.

95 Parts of this section are adapted from EMN 2012, op.cit., 2011, op. cit. and EMN, *The organization of migration and asylum policies in Belgium*, 2009, viewed on 5 July 2012, [www.emn.intrasoft-intl.com/Downloads/download.do;jsessionid=EDB6A6C3E2F09DB144E7F33B3E9B2642?fileID=685](http://www.emn.intrasoft-intl.com/Downloads/download.do;jsessionid=EDB6A6C3E2F09DB144E7F33B3E9B2642?fileID=685).

Congo and Rwanda to play an active role in the development of their country of origin through temporary assignments, including transfers of skills, knowledge and tools. At the time of writing, the programme was in its fourth phase of implementation, with a budget of EUR 3.8 million allocated by the Ministry of Foreign Affairs.

According to an independent evaluation of the third phase, in 2008 more than 100 institutions in Burundi, the Democratic Republic of Congo and Rwanda had been reinforced since 2001 through the organisation of more than 240 missions of Great Lakes professionals residing in Europe. The missions have principally been oriented towards the health and education sectors, 35 % and 54 % respectively. The main beneficiaries were university institutions and other educational or professional institutions. These missions have been fully supported by the local governments in the three countries; 95 % of the beneficiary institutions and 98 % of all direct beneficiaries (students) saw the MIDA-support as useful and vital for certain (university) courses. Representatives of the institutions in the three countries also recognized the value of the missions for their own institutions. For health institutions, non-profit organisations and other public institutions, positive aspects included the updating and contribution of knowledge in new fields, the introduction of new prac-

tices and an upgrading of the institutions' credibility with the arrival of experts, resulting in a large increase of patients. Generally, the relevance and effectiveness of the "physical transfer" component were emphasized, both in terms of activities and results. The effectiveness of the other two components (virtual and financial transfers) was regarded as more limited.<sup>96</sup>

#### 4.1.3. Involvement in international fora on Migration and Development

Belgium organised the first GFMD in 2007 because it was, and still is, convinced that a cooperative and multilateral approach is required to address the global effect of M&D.<sup>97</sup> On this note, Belgium would like the GFMD process to continue as it allows an informal setting to meet and discuss migration issues in order to reach a common understanding, a key condition for progress in this field. After its chairmanship in 2007, the Belgian government has been actively involved in the GFMD process, as part of the Steering Group, twice as co-chair of round tables and through participation in round table government teams. The government has also provided financial resources for the organisation of the GFMD.

Belgium is particularly active in the Rabat Process and the Budapest Process. It also closely follows all migration dialogues within the EU.

<sup>96</sup> EMN, 2009, op. cit.

<sup>97</sup> GFMD, *Non paper: Global Forum on Migration and Development*, 2006, viewed on 10 July 2012, [http://www.un.org/esa/population/meetings/fifthcoord2006/GlobalForum\\_IttMig.pdf](http://www.un.org/esa/population/meetings/fifthcoord2006/GlobalForum_IttMig.pdf)

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EMN, *Annual Policy Report 2009: Policy report regarding asylum and migration in Belgium*, 2010, viewed on 5 July 2012, [http://www.emnbelgium.be/sites/default/files/publications/annual\\_policy\\_report\\_belgium\\_2009.pdf](http://www.emnbelgium.be/sites/default/files/publications/annual_policy_report_belgium_2009.pdf).

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EMN, *Annual Policy Report 2011: Policy report regarding asylum and migration in Belgium*, 2012, viewed on 29 June 2012, [http://www.emnbelgium.be/sites/default/files/publications/annual\\_policy\\_rapport\\_2011\\_definitief.pdf](http://www.emnbelgium.be/sites/default/files/publications/annual_policy_rapport_2011_definitief.pdf).

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## 4.2. Denmark

Denmark's reflections on the M&D nexus started at the beginning of the 21st century. Although M&D was introduced as one of the three priorities areas in the strategy for Danish Development Assistance for 2008-2012, the current strategy published in 2012 does not mention it. Denmark has a strong interest in forced displacement. Since 2003, and even more since 2008, Denmark has been focusing on the topic of forced displacement via the Regions of Origin Initiative, which has allocated more than € 40 230 800 (DKK 300 million)<sup>98</sup> every year. Through the Regions of Origin Initiative, Denmark applies a broad concept of humanitarian aid that goes beyond acute relief and includes development actions focusing on poverty reduction. The Ministry of Foreign Affairs is the pivotal actor in coordinating development strategies and cooperates mainly with international and national NGOs on the implementation of ROI projects.

Denmark has reduced its bilateral aid to 16 programme countries, mainly in Africa and Asia. Concerning the ROI, four displacement situations are prioritized: Afghanistan, Iraq, the Horn of Africa and South Sudan. Also, Denmark is one of the pioneer countries, next to Sweden and Finland, on policy coherence for development, having adopted a whole-of-government approach and institutionalized inter-governmental committees. Even though Denmark is a member of a number of migration dialogues and provides financial resources for the organisation of the GFMD, the country only actively participates when the meeting is also relevant for the issue of forced displacement. Denmark is monitoring the diverse regional dialogues and frameworks, but does not consider its active participation a priority, except within the EU High-Level Working Group on Asylum and Migration.

### 4.2.1. The Migration and Development concept

Denmark does not consider the 'traditional' M&D focus areas a political priority for its development strategy and therefore has no specific policy on this topic. This decision was taken after the Danish Ministry of Foreign Affairs commissioned a study in September 2001 called *"The Migration-Development Nexus, Evidence and Policy Options, State-of-the-Art Overview"*.<sup>99</sup> The paper provides conclusions in four

areas that have been identified as being critical to examine the links between M&D, namely; poverty and migration, conflicts, refugees and migration, migrants as development resource, as well as aid and migration. The authors dismissed the root-causes approach and came to the conclusion that "poverty reduction is not in itself a migration-reducing strategy. As long as poverty reduction is the overriding goal of aid and development cooperation, there is no direct link between aid and migration control."<sup>100</sup> The

<sup>98</sup> OANDA currency converter was used, exchange rate which was applied on 15 April 2013 was 0.1341, <http://www.oanda.com>.

<sup>99</sup> Nyberg-Sørensen, Nicholas Van Hear, and Poul Engberg-Pedersen *The Migration-Development Nexus, Evidence and Policy Options, State-of-the-Art Overview*, International Migration Vol. 40 (5) SI 2/2002, 2002.

<sup>100</sup> Ibid.

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authors of the study also call for a reconsideration of migrants as a development resource.

In November 2001, parliamentary elections led to a government change: the Social Democrats, since 1924 the biggest party, were beaten by the center-right Venstre party under Anders Fogh Rasmussen. In January 2002, regardless of the conclusions of the paper mentioned above, the new Danish Government announced their decision to *enhance the links between its aid and refugee policies* as part of the overall focus on poverty reduction.

In June 2003, the Danish Ministry of Foreign Affairs issued their 2004-2008 development strategy *“A World of Difference, the Danish Government’s Vision for New Priorities in Danish Development Assistance”*.<sup>101</sup> The strategy neither refers to M&D nor mentions migration as an area of intervention. Instead, refugees are put forward as one of the five priorities of Denmark’s development policy, which follows an overall poverty reduction objective:

1. Human rights, democratisation and good governance;
2. Stability, security and the fight against terrorism;
3. Refugees, humanitarian assistance and regions of origin;
4. Environment;
5. Social and economic development.

Within the pillar *“Refugees, Humanitarian Assistance and Regions of Origin”*, one can read: “The Government will, as part of its contribution to the fight against poverty, fundamentalism and terrorism, prioritize its efforts

to come to the rescue of people in distress and displaced people in the developing countries during as well as after catastrophes. [...]The overall prioritization also includes a wish to help refugees and internally displaced people as close to their home as possible, thus making it easier for them to return home while at the same time reducing political problems in the host countries.”

Perhaps coincidentally with the upcoming Danish Presidency of the Council of the European Union (first half 2012), the follow-up strategy for 2008-2012 *“A World for All - Priorities of the Danish Government for Danish Development Assistance”*<sup>102</sup> introduces M&D as one of its three priority areas:

1. Climate change, energy and environment;
2. Migration and development;
3. Stability and democracy.

Within the pillar *“Migration and development”*, the Danish government emphasizes the merits (remittances, knowledge exchange) as well as the negative aspects of migration (brain drain, pressure on administrations). However, it also highlights the role of development in addressing the root causes of migration “with a focus on poverty reduction, investments in people and strengthened national authorities, the long-term-oriented Danish development cooperation contributes already significantly to tackling the underlying causes of migration”<sup>103</sup>. The 2008-2012 strategy stresses that “the Government will push the emerging international cooperation on migration and development through both dialogue and concrete initiatives and will take stronger steps

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**101** Ministry of Foreign Affairs, *A World of Difference - The Danish Government’s Vision for New Priorities in Danish Development Assistance 2004-2008*. Copenhagen, 2003.

**102** Ministry of Foreign Affairs, *A World for All - Priorities of the Danish Government for Danish Development Assistance 2008-2012*. Copenhagen, 2007.

**103** Ibid.



to ensure that Danish development assistance contributes to analysing the underlying causes of migration.”<sup>104</sup>

In the following 2012 strategy “*The Right to a Better Life - Strategy for Denmark’s Development Cooperation*”<sup>105</sup> M&D disappeared, the four priority areas now are:

1. Human rights and democracy;
2. Green growth;
3. Social progress;
4. Stability and protection (including migration, but only peripherally).

It is evident from the above that Denmark’s lack of interest in M&D can be seen in light of its strong engagement on *forced displacement*, which is considered an important factor within its development policy, in particular on the *issues of refugees, displaced people and forced migration*. One of the main instruments of this policy is the *Regions of Origin Initiative (ROI)* established in 2003 with the overall objective “to create durable solutions, either by giving those fleeing better opportunities to return and establish themselves in their home areas, or by providing support to enable them to settle down permanently in places close to their home areas, and in this way be able to build a home and dignified life. In addition, it costs a hundred times as much to help a refugee in Denmark as it does, for example, to help a refugee in Kenya. In other words, a far greater number of refugees can be helped for the same amount of money if Denmark and other countries cooperate with the developing countries that shelter the many refugees.” This initiative herewith follows the “basic premise of the efforts of Denmark’s 2008-2012 devel-

opment strategy being that Africa’s migration challenge is best solved in Africa.”

In July 2008, the Danish Government released the strategic framework “*The Danish Regions of Origin Initiative*”.<sup>106</sup> This framework and the related programme management arrangements have been developed to facilitate future planning, design, implementation and monitoring of the ROI for the 2008 – 2012 period. The specific objectives of the ROI are to:

1. Improve living conditions and protection for targeted groups of forced migrants including refugees, IDPs, rejected asylum seekers and host populations;
2. Support the safe and dignified return of forced migrants to their place of origin and assist their reintegration;
3. Assist with support to self-reliance or local integration in the country of asylum where possible in line with existing integration/resettlement policies;
4. Strengthen capacities of asylum and migration authorities in developing countries to address mixed migratory flows;
5. Promote, primarily through the EU and innovative pilots, international cooperation within the field of migration and development.

As a high level official within the Ministry of Foreign Affairs explained, the ROI initiative is a governmental priority *at the crossroad between Denmark’s humanitarian and development aid policies*. For Denmark, humanitarian aid includes acute relief but also support for sustainable livelihoods, capacity building

<sup>104</sup> Ibid.

<sup>105</sup> Ministry of Foreign Affairs, *The Right to a Better Life – 2012 Strategy for Denmark’s Development Cooperation*, Copenhagen, 2011.

<sup>106</sup> Ministry of Foreign Affairs of Denmark, *The Danish Regions of Origin Initiative. Part 1 Strategic Framework*, Copenhagen, 2008, viewed on 4 August 2012, <http://um.dk/en/~media/UM/Danish-site/Documents/Danida/Samarbejde/Hum-org/ROIpart1.ashx>.

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and a systemic approach to forced displacement, and hence differs from the classical perspective. Also, contrary to other countries where M&D projects are led by a migration-reduction objective, the Regions of Origin Initiative does not aim at reducing the number of asylum seekers, but at *providing an effective response to the displacement realities on the ground*. This approach corresponds more to the perspective of the Ministry of Foreign Affairs, which has the lead in the ROI initiative, rather than to the Ministry of Justice, the relevant authority for migration issues.

#### 4.2.2. Institutional framework and policy coherence for Migration and Development

Until recently, the responsibility for M&D issues was placed with the Department for Global Cooperation in the Ministry of Foreign Affairs. However, all matters relating to forced displacement, including the Region of Origin Initiative, are handled by the Department for Humanitarian Action.

The Danish International Development Cooperation Agency DANIDA is not, as its counterpart in Sweden (Sida) or Germany (GIZ), an independent development agency, but the acronym is used as a brand that includes all actors within the Ministry of Foreign Affairs who deal with development assistance. Therefore, DANIDA is not, as in other countries, the implementing actor of M&D projects. Instead, the implementation falls under the responsibility of the Ministry of Foreign Affairs which outsources it to partners, for instance to international organisations or international and national NGOs.

On 3 October 2011, the Ministry of Refugee, Immigration and Integration Affairs was closed, and the ministry's responsibilities have been transferred in large parts to the *Ministry of Justice*, as well as to other ministries such as the Ministry of Employment and the Ministry of Social Affairs. The former *Danish Immigration Service* was split into two new agencies on 1 January 2012:

1. The Danish Immigration Service (under the Ministry of Justice) handles cases regarding family reunification, asylum, short-term visa, permanent residence permit and all cases regarding visa and residence on The Faroe Islands or Greenland;
2. The Danish Agency for Labour Retention and International Recruitment (under the Ministry of Employment) handles cases regarding work, studies, au pair, internship, and working holidays.

Concerning Denmark's engagement in *policy coherence for development (PCD)*, according to the latest Development Assistance Committee (DAC) peer review, Denmark is strongly committed to it. One of the key documents for Denmark's development cooperation, "Freedom from Poverty"<sup>107</sup>, states that Denmark will "strengthen the link between the relevant Danish policies and instruments in order to achieve a higher degree of synergy to the benefit of development."<sup>108</sup> To achieve policy coherence, Denmark deals with a number of specific development issues, notably climate, security and migration, through *whole-of-government approaches*.<sup>109</sup>

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**107** Ministry of Foreign Affairs, *Freedom of Poverty – Freedom to change, Strategy for Denmark's Development Cooperation*, Copenhagen, 2010. Viewed on 4 August 2012, <http://um.dk/en/~media/UM/English-site/Documents/Danida/Goals/Strategy/Freedom%20from%20poverty.ashx>.

**108** Ibid.

**109** Development Assistance Committee, *DAC Peer Review of Denmark 2011*. Paris: OECD, 2011.

Another important reference point concerning policy coherence are *EU policies and instruments*. In this regard, Denmark aims to work closely with the Commission and EU Member States to align priorities and enhance coherence between the EU's and EU Member States' development policies.

Concerning PCD on migration, although development co-operation is mainly administered by embassies in partner countries, activities within ROI and the humanitarian sector are administered centrally by the *Danish Ministry of Foreign Affairs*. This was assessed positively by the DAC peer review in 2011. Furthermore, Denmark is committed to improving its existing *inter-governmental co-ordination committees*, and to promote policy coherence in areas that go beyond the foreign affairs mandate. The Ministry of Foreign Affairs is represented in several special committees that also include interest groups, although the committees' sessions are always chaired by a civil servant. Denmark is also among the EU Member States that have a PCD coordination mechanism in place.<sup>110</sup>

The Regions of Origin Initiative touches upon several policy areas in order to secure access to protection and durable solutions for refugees and IDPs in their region of origin. The initiative is managed and implemented by the Danish MFA and co-operated (before its responsibilities were transferred to other ministries, mainly the Ministry of Justice in the area of humanitarian affairs) closely with the Ministry of Refugee, Immigration and Integration Affairs (MOI). Therefore, the two ministries met four

to six times a year to discuss policies on development, asylum, migration and humanitarian crises. Today, *the Ministry of Foreign Affairs and the Ministry of Justice* meet through the same type of *informal "contact group" meetings* to discuss issues relating to forced displacement, M&D, more or less with the same frequency. However, the Ministry of Foreign Affairs clearly has the lead in the definition and implementation of the overall policy strategy on these subjects.

Concerning *regional authorities*, in Denmark, they are neither involved in deciding the overall orientation of the ROI, nor are they considered partners in the implementation of projects. Nevertheless, there are some initiatives taken by regional authorities that try to involve their diaspora communities for development, but these attempts remain insignificant.

#### 4.2.3. Operationalising the Migration and Development policy

As emphasized previously, Denmark does not consider M&D relevant in its development agenda. Therefore there are no development projects targeting migrants but forced displacement through the ROI. For the period 2004-2008, the Regions of Origin Initiative was given approximately EUR 134 million (DKK 1 billion) by the Government. For the period 2008-2012, the ROI was given approximately € 40 230 800 (DKK 300 million)<sup>111</sup> a year. The actual expenditure in support of displaced people is well above the ROI budget. In the last years this has exceeded approximately € 80 461 500 (DKK 600 million)<sup>112</sup> a year, or about 4% of the total Danish development aid. This is due to the

<sup>110</sup> See European Commission for Development and Humanitarian Aid, *Commission Staff Working Paper SEC (2007) 1202: EU Report on Policy Coherence for Development, 2007*, viewed on 6 August 2012, [http://ec.europa.eu/development/icenter/repository/Publication\\_Coherence\\_DEF\\_en.pdf](http://ec.europa.eu/development/icenter/repository/Publication_Coherence_DEF_en.pdf).

<sup>111</sup> OANDA currency converter was used, exchange rate which was applied on 15 April 2013 was 0.1341.

<sup>112</sup> OANDA currency converter was used, exchange rate which was applied on 15 April 2013 was 0.1341.

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fact that a major portion of the humanitarian budget (besides the ROI-part) is actually spent in support of vulnerable population groups affected by conflict (i.e. IDPs and refugees as well as affected host communities). However, Denmark has recently reformed the structure of the finance bill. As a consequence the ROI will disappear as a budget line and be merged into the overall humanitarian budget. Still, ROI remains the first priority within this portfolio.

To maximise the effectiveness of Danish aid, *bilateral assistance* is concentrated within 16 *programme countries*<sup>113</sup>, from two to four priority sectors per country. For the 2010-2014 period, the following programme countries and major sector priorities have been retained:

- Africa: Benin, Burkina Faso, Ghana, Kenya (Health, Water and Sanitation), Mali, Mozambique (Health), Tanzania, Uganda (Social Development including a special bilateral HIV/AIDS initiative), Zambia (Water and Sanitation);
- Asia: Afghanistan (Education), Bangladesh (Water and Sanitation), Bhutan, Nepal, Vietnam;
- Latin America: Bolivia (Education), Nicaragua (Education).

Significant levels of aid are also provided to Somalia, Myanmar and South Sudan.

Concerning the ROI, the Danish government focuses on certain countries and regions through *joint regional approaches*. This

regional approach to the refugee question was highlighted by a high-level official within the Ministry of Foreign Affairs who stated that this is part of its comprehensive support package to the displacement situations in question.<sup>114</sup>

The *Regions of Origin Initiative* targets areas hosting refugee and IDPs as well as areas of return for the refugees and IDPs. In 2008, the ROI supported activities in *twelve countries*.<sup>115</sup> Kenya, Tanzania, Uganda, and Zambia, which are all also priority programme countries for Danish bilateral assistance as well as in Angola, Somalia, Sudan, Burundi, Afghanistan, Sri Lanka, Iraq and Kosovo. *Currently*, ROI has *four focus displacement regions*, which are Afghanistan, Iraq (including Iraqi refugees in neighbouring countries), the Horn of Africa and South Sudan. Next to these focus regions, ROI also implements *smaller programmes* within the Ivory Coast, Guinea and Liberia, and also supports the global policy orientation by funding studies and other activities by the World Bank or Oxford University related to forced displacement. Actions within the ROI focus on *two main issues*: direct assistance to IDPs, refugees and affected host communities, as well as skills development and institutional capacity building. This is underlined by the types of projects funded by Denmark.<sup>116</sup>

The Danish Development Agency DANIDA has commissioned an *Evaluation of the Danish Regions of Origin Initiative support to Afghanistan*<sup>117</sup> to GHK. The evaluation focuses

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**113** Deutsche Stiftung Weltbevoelkerung, *Euroresources, website*, viewed on 30 August 2012, [http://www.euroresources.org/guide/donor\\_profiles/dk\\_denmark.html](http://www.euroresources.org/guide/donor_profiles/dk_denmark.html).

**114** Development Assistance Committee, 2011, op. cit.; Ministry of Foreign Affairs of Denmark, 2008, op. cit.

**115** Ministry of Foreign Affairs, 2008, op. cit.

**116** Ministry of Foreign Affairs, *Program and Project Orientation (PPO) 2011 database*, viewed on 6 August 2012, <http://um.dk/da/danida/det-goer-vi/program-og-projektorientering-ppo/ppo-2011>.

**117** Ministry of Foreign Affairs, *Terms of Reference, Evaluation of the Danish Regions of Origin Initiative support to Afghanistan*, viewed on 19 August 2012, [http://um.dk/en/~media/UM/Danish-site/Documents/Danida/Resultater/Eval/Afgh\\_ROI\\_ToR.ashx](http://um.dk/en/~media/UM/Danish-site/Documents/Danida/Resultater/Eval/Afgh_ROI_ToR.ashx).

primarily on activities undertaken under the second phase (2009-12) of the Danish ROI support, in line with the assessment of the five OECD/DAC evaluation criteria (relevance, efficiency, effectiveness, impact, and sustainability). The additional (humanitarian) evaluation criteria of coherence, complementarity, coverage and coordination are also of relevance to different aspects of the ROI support in Afghanistan.

*Two success factors* for ROI projects can be extrapolated:

1. Projects dealing with refugee or forced displacement situations should be driven by an objective which emerges out of the situation on the ground and not out of the domestic policy setting in Denmark;
2. Projects dealing with refugee or forced displacement situations should not only focus on the target population itself, but should also include the host population in equal measures, a factor which is often neglected due to a lack of money. Therefore, it is necessary to recognise and to foster the link between refugee assistance and the development of livelihoods for the host population in order to avoid a conflicting relationship between these groups.

Concerning Denmark's partners within the ROI initiative, its projects are generally implemented by *international or national NGOs*, as well as with *multilateral organisations*, depending on the local setting and their comparative advantages. Denmark only rarely implements projects through local or governmental author-

ities in the countries concerned. Strategic and operational partnerships of the ROI include: UNHCR, UNICEF, UNDP, the European Commission, IOM, the Danish Refugee Council, ADRA, Caritas, the Dan Church Aid, Save the Children Denmark and Danish Red Cross. On a regional level, some authorities also cooperate with diaspora organisations in order to foster their integration and at the same time support their development projects at home, but these attempts remain rare.

#### 4.2.4. Involvement in international fora on Migration and Development

Even though Denmark is a member of a number of migration dialogues (MME, ACP-EU<sup>118</sup>, MTM<sup>119</sup>, Prague Process, Budapest Process, Rabat Process, GFMD), regional and international cooperation frameworks on M&D are not a priority. The government of Denmark also provides financial resources for the organisation of the GFMD. Although Denmark monitors these frameworks, the country only actively participates when the meeting is also relevant for the issue of forced displacement. Indeed, Denmark wishes to actively promote forced displacement as a development issue on the international scene and considers itself a pioneer in this field. For instance, by funding research and related policy-work within the World Bank and the Refugee Studies Centre at Oxford University, Denmark aims to give forced displacement more importance on the international development agenda.

Next to this priority, Denmark is also actively engaged in the *High-Level Working Group on Asylum and Migration*, as well as in the *Mobility Partnerships* within the EU framework.

<sup>118</sup> The 23rd session of the ACP-EU Joint Parliamentary Assembly was held in Horsens (Denmark) from 28 to 30 May 2012.

<sup>119</sup> Denmark chaired the MTM conference "From More Development for Less Migration to Better Managed Migration for More Development", Copenhagen, January 27-28, 2005

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Nyberg-Sørensen, Nicholas Van Hear, and Poul Engberg-Pedersen The Migration-Development Nexus, Evidence and Policy Options, State-of-the-Art Overview, *International Migration* Vol. 40 (5) SI 2/2002, 2002.

### 4.3. France

France has a long-standing tradition in reflecting on and implementing projects in the realm of M&D, for instance via the ‘*co-development*’ concept dating back to the 90s, as well as with the more recent ‘solidarity development’<sup>120</sup> approach. Recently, return and reintegration have gained weight on the co-development agenda and are mainly implemented via the increased focus on reintegration aid. However, subjects such as circular migration remain quasi virtually absent in the French discourse. PCD on migration and development is ensured through an Inter-Ministerial Committee for International Cooperation and Development (CICID) and a 2011 framework document for the French development cooperation describing how French authorities should ensure PCD.

Since 2007, France’s engagement in this area has gained weight through the allocation of a *30 million Euro budget* for Program 301 in charge of conceiving M&D projects. Another crucial instrument of France’s M&D policy since 2007 has been the signature of ‘*concerted management agreements for migration flows and co-development*’<sup>121</sup> with countries of origin, aiming at simultaneously facilitating human mobility, encouraging temporary migration and stimulating the return of competences and investments in order to favour local development. The French M&D perspective is dominated by *diaspora engagement*, and indeed France is a pioneer in involving diaspora communities in its development actions. 2012 policy documents reorient France’s M&D approach towards two main priorities: the transfer of knowledge and remittances. The *2012 elections* triggered an administrative shift of Program 301 from the Ministry of Interior towards the Ministry of Foreign Affairs, a shift which may lead to substantial changes in the future. Concerning its participation in the international fora on M&D, France is actively contributing to a wide range of dialogues and partnerships that aim at elaborating and fostering the links between migration and development policies, especially with its European partners and with countries in the Mediterranean area and in sub-Sahara Africa.

#### 4.3.1. The Migration and Development concept

France studied the linkage between migration and development for a long time before this topic was discussed in international fora. In 1997, the Inter-ministerial Delegate for

Co-development and International Migration, Sami Naïr, issued a *guidance report on co-development policy related to migration*.<sup>122</sup> The report suggested a theoretical framework, as well as precise objectives and an action-oriented methodology for managing migratory

<sup>120</sup> Original in French: “Développement solidaire”.

<sup>121</sup> Original in French: “Accord de gestion concertée des flux migratoires et de développement solidaire”

<sup>122</sup> Nair, S., *Rapport de bilan et d’orientation sur la politique de codéveloppement liée aux flux migratoires, Mission interministérielle Migrations/Codéveloppement*, Ministry of Foreign and European Affairs. 1997, viewed on 2 July 2012, <http://www.ladocumentationfrancaise.fr/rapports-publics/984000139/index.shtml>.

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flows in a development approach. Affirming that “immigration is a vector for solidarity with poor countries”, the report suggests a co-development policy articulated around the following main axes:

- Managing legal migration via migration contingents and the signature of co-development agreements with partner countries;
- Supporting development projects in important regions of origin by involving migrants;
- Strengthening the decentralized approach to co-development by fostering actions of local authorities, and of associated organisations and/or services;
- Enabling students and young professionals towards co-development by helping them with studies and working experience in France on a circular migratory basis;
- Facilitating productive investment of migrants’ savings.

The framework elaborated in this report aimed at simultaneously enhancing migrants’ integration in France and improving social conditions in the countries of origin in order to incite potential migrants to stay at home. Affirming that “migration is a micro-economic instrument for development”, the report hence suggests to mainstream migration into France’s development policy.

On October 8<sup>th</sup>, 2003, Pierre André Wiltzer, the Minister Delegate for Cooperation and Francophony, presented a *Communiqué to the Council of Ministers* which defines the two main axes of French co-development policy:

1. Channelling migrants’ savings towards productive investment in their countries of origin;

2. Mobilising the highly qualified diaspora for the benefit of the countries of origin.

On January 26<sup>th</sup>, 2005, another *Communiqué of the Council of Ministers* lays down a definition of co-development, defining it as “every development aid action, regardless of its nature and the sector within which it intervenes, where migrants living in France participate, regardless the modalities of their participation”<sup>123</sup>. This policy document adds two other axes to France’s co-development policy:

1. Supporting local development projects in the main regions of origin;
2. Fostering the development of reintegration aid for voluntarily returning migrants.

The French notion of co-development limits the notion of the M&D approach, as it is mainly about integrating diaspora communities in development projects and not about creating broader synergies between migration and development policies.

In 2008, the French government further developed its approach by introducing the notion of ‘*solidarity development*’, which widens the initial co-development concept: “Whereas co-development only focuses on supporting migrant initiatives, solidarity development concerns all development actions that are susceptible to contributing to controlling migration flows”<sup>124</sup>. Solidarity development consists of *two main actions*:

1. Co-development actions, as defined in the 2005 communiqué, aiming at involving migrants and diasporas (i.e. local development of regions with

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123 Connan, C., *Le codéveloppement: Présentation générale*, Ministry of Foreign and European Affairs, Paris, 2005, viewed on 3 September 2012, [http://www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/microsites/IDM/workshops/Mainstreaming\\_02030205/pre\\_metayer\\_FR.pdf](http://www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/microsites/IDM/workshops/Mainstreaming_02030205/pre_metayer_FR.pdf).

124 Ministry of Immigration, Integration, National Identity and Solidarity Development, *L’essentiel sur le développement solidaire - Favoriser le développement solidaire avec les pays source d’immigration*, Paris, 2009, viewed on 3 July 2012, [http://www.immigration.gouv.fr/IMG/pdf/essentiel\\_devsolidaire.pdf](http://www.immigration.gouv.fr/IMG/pdf/essentiel_devsolidaire.pdf).



heavy migration, reduction of costs of migrants' remittances, promotion of migrants' business investment, valorisation of diasporas' expertise).

2. Sectoral development aid actions in regions with high emigration to France, aiming at promoting economic and social development in countries of origin (i.e. improvements in living conditions: health, education, training, governance, etc.).

France's co-development policy is mainly oriented towards engaging the diaspora in development projects in their countries of origin. In this field, France is undoubtedly one of the countries with the most experience and expertise, with extremely well organised and institutionalised diaspora communities. Recently, *return and reintegration* have gained weight on the co-development agenda and are mainly implemented via the increased focus on reintegration assistance. However, themes such as circular migration remain virtually absent in the French discourse. It seems therefore that France's focus is on how development can facilitate the national labour market instead of how migration can boost development in the countries of origin.

Recent policy documents reorient France's M&D approach towards two main priorities: *the transfer of knowledge and of remittances*. One can read in the annex to the *2012 Finance Bill on France's transversal development policy*<sup>125</sup>: "Migrants represent a twofold, important development potential for their countries of origin via the:

- *Competences that they have acquired*: One knows that brain drain concerns all southern countries and is one of the main obstacles to their development. Instead, co-development is a form of 'brain return'.
- *Savings they accumulate*: Financial transfers from migrant workers towards their countries of origin are considerable (on a national scale, the amount is at least as high as the public development aid). This has pushed the French government to implement mechanisms for productive investment in the countries of origin."

The projects implemented under the solidarity development approach therefore mainly target labour migrants and returning migrants and focus on the transfer of remittances and knowledge.

#### 4.3.2. Institutional framework and policy coherence for Migration and Development

In a first attempt to deal with the M&D issue, the French government created the '*Inter-ministerial Mission on Co-development and International Migration*' in 1997, which led to a series of policy proposals and theorisations. In 2002, a *Delegated Ambassador to Co-development* was created and attached administratively to the Secretary General of the Ministry of Foreign and European Affairs and functionally to the Minister Delegate for Cooperation and Francophony.

Before 2007, the Ministry of Foreign and European Affairs was exclusively in charge of development aid. During the presidency of Nicolas Sarkozy (2007-2012), France engaged more actively in the M&D nexus leading to the creation of a ministry dedicated *inter alia* to solidarity development in May 2007: *the Ministry of Immigration, Integration, National Identity and Solidarity Development*. At the time, the idea was to create a ministry in charge of the whole migration chain, covering

125 Ministry of Economy and Finance, *Projet de loi de finances pour 2012 – Document de politique transversale: politique française en faveur du développement*, Paris, 2011, viewed on 3 July 2012, [http://www.performance-publique.budget.gouv.fr/fileadmin/medias/documents/ressources/PLF2012/DPT/DPT2012\\_\\_politique\\_francaise\\_developpement.pdf](http://www.performance-publique.budget.gouv.fr/fileadmin/medias/documents/ressources/PLF2012/DPT/DPT2012__politique_francaise_developpement.pdf).

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all domains from immigration and return to integration and co-development. Also, the signature of 'concerted management agreements for migration flows and co-development' was accelerated under Sarkozy's presidency.

From 2008 to 2010, the Programme 301 "Solidarity development and migrations" was administered by the Ministry of Immigration, Integration, National Identity and Solidarity Development. When the ministry was dissolved in November 2010 and integrated into the Ministry of Interior, the Programme 301 was shifted to the *Unit of international affairs and solidarity development (SAIDS) within the Ministry of the Interior*. As a consequence of the 2012 presidential and legislative elections in France, this programme was shifted from the Ministry of the Interior towards the *Ministry of Foreign Affairs*. There, a special "*Migration and Development Unit*" under the supervision of the Minister Delegate for Development has been in charge of it since January 2013. Moreover, since 2009 the "*Migration and Development Editor*" within the Ministry of Foreign Affairs is in charge of the follow-up to international, European and multilateral conferences on this topic.

Concerning PCD, France has reinforced its commitments in the conclusions of the *Inter-Ministerial Committee for International Cooperation and Development (CICID)*, whose role is to ensure policy coherence, since its meeting on June 5<sup>th</sup> 2009. The CICID, chaired by the Prime Minister and run jointly by the Ministry of Foreign Affairs, the Ministry of the Economy and Finance and the Ministry of the Interior, is responsible for the definition and implementation of development policies that contribute to migration control. It comprises three programmes: Programme 301 "Solidarity

development and migrations" currently under the Ministry of Interior and since 2013 under the Ministry of Foreign Affairs, Programme 209 "solidarity towards developing countries" under the Ministry of Foreign and European affairs, and Programme 110 "Economic and financial aid to development" under the Ministry of Economy and Finance. In particular, the CICID has decided that countries which have signed a "concerted management agreement for migration flows and co-development" will benefit from a preferential treatment within the French public development aid. However, this indirect conditionality may be dropped as a consequence of the 2012 political change in France.

France's commitment to PCD is also highlighted in the 2011 *framework document "Development Cooperation: a French Vision"*<sup>126</sup>, proposing a vision for the next ten years of French development cooperation and describing how French authorities should ensure PCD. In this framework document, the French government highlights the need for a stronger linkage between migration and development at bilateral and multilateral levels as well: "The implementation of this global approach requires coherence at two levels: first, between migration regulation and development assistance in the framework of partnerships between the country of origin and the host country and, second, in terms of harmonisation between host countries (national legal regulations on individual mobility and residence and integration policies)."

PCD is not only seen as a strategic topic discussed on ministerial level, but is also taken into account on an implementation level via a *decentralised approach*. Embassies, together with the French Development Agency (FDA),

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**126** Ministry of Foreign and European Affairs, *Development Cooperation: a French Vision, Framework Document*, Paris, 2011, viewed on 2 July 2012, [http://www.diplomatie.gouv.fr/fr/IMG/pdf/Doc\\_Cadre\\_ANG\\_2011.pdf](http://www.diplomatie.gouv.fr/fr/IMG/pdf/Doc_Cadre_ANG_2011.pdf).

are in charge of assuring PCD between the different development projects that are done in their respective countries.

In order to guarantee policy coherence and success for the projects implemented under Programme 301, the Ministry of Interior has elaborated *three success criteria*<sup>127</sup>:

1. Knowledge of the diaspora: exchange of needs and expectations before the project in order to guarantee their adhesion to and confidence in the project;
2. Selection of the partners: choosing NGOs or institutional partners that are capable of implementing ambitious projects and that are the closest possible to the target population;
3. Coherence of actions: identifying national needs and strategies in order to adapt the project to already existing development actions and developing South-South experience exchanges.

### 4.3.3. Operationalising the Migration and Development policy

France has a decentralised approach to the selection and implementation of solidarity development projects. *Local authorities* can engage in bilateral cooperation and support projects presented by migrants living in France; *prefectures* can be mobilized to identify and inform migrants' associations and to give advice on decentralized cooperation projects involving migrants; finally *embassies* can be in charge of the implementation of development actions within the framework of concerted management agreements.

Currently, projects running under budget line 1 of Programme 301 (i.e. multilateral cooperation) are mainly implemented with international partners such as the *World Bank* or the *African Development Bank*. The authority in charge of budget line 2 (i.e. reintegration aids) is the *French Office for Immigration and Integration (OFII)*. Projects implemented under budget line 3 of Programme 301, (i.e. bilateral cooperation) are mainly executed by the *French Development Agency (FDA)*, which pilots publicly financed development projects in cooperation with NGOs, associative actors and local communities in the countries of origin, as well as in France.

*FDA is the main implementing actor* of France's development policy and hence also of M&D projects. Although attached to the Ministry of Interior, FDA has some flexibility and independence in the implementation of projects. Their *M&D strategy*<sup>128</sup> aims at further mainstreaming migration issues into FDA's sectorial development strategies. For instance, FDA projects focus not only on the effect of international South-North migration on local development, but also on the impact of internal South-South migration. Hence, while the ministerial approach to M&D considers development policies a tool for migration management, FDA focuses more on the impact migrants can have on the local development of their regions of origin.

France's M&D policy is currently implemented under *Programme 301 of the transversal public development aid policy*. It was created by the 2008 Finance Bill and entitled "Co-development"<sup>129</sup> with a view to attaining the 2015

<sup>127</sup> Ministry of Interior, *La mobilisation des migrants dans les projets de développement solidaire – l'expérience du programme 301 "développement solidaire et migrations"*, Bruxelles, 2012. viewed on 5 July 2012, <http://www.divshare.com/download/17183004-0b3>.

<sup>128</sup> French Development Agency (FDA), *Cadre d'intervention transversal – Migrations internes et internationales 2010-2013*. 2010, viewed on 2 September 2012, [http://www.afd.fr/webdav/site/afd/shared/L\\_AFD/L\\_AFD\\_s\\_engageVdocuments/CIT%20MigrationsInternes%20et%20internationales-2010-2013.pdf](http://www.afd.fr/webdav/site/afd/shared/L_AFD/L_AFD_s_engageVdocuments/CIT%20MigrationsInternes%20et%20internationales-2010-2013.pdf).

<sup>129</sup> Ministry of Economy and Finance, *Projet de loi de finances pour 2008 – Document de politique transversale: politique française en faveur du développement*, Paris, 2007, viewed on 3 July 2012, [http://www.performance-publique.budget.gouv.fr/fileadmin/medias/documents/ressources/PLF2008/DPT/dpt\\_politique\\_developpement.pdf](http://www.performance-publique.budget.gouv.fr/fileadmin/medias/documents/ressources/PLF2008/DPT/dpt_politique_developpement.pdf).

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Millennium Development Goals and implementing the 2005 EU Global Approach to Migration. The strategic orientations of the programme are laid down in a report issued by the Inter-ministerial Committee on the Control of Immigration in December 2006, and correspond to the four axes of the 2005 communiqué:

1. Promotion of productive investment in countries of origin;
2. Mobilization of migrant elite and diaspora competences;
3. Implementation of local development projects;
4. Strengthening of reintegration aid for returning migrants in their countries of origin.

Since 2009, Programme 301 runs under the name “Solidarity development and migrations” and aligns its activities with the conclusions of the European Pact on Immigration and Asylum, adopted by the European Council on October 15<sup>th</sup> and 16<sup>th</sup>, 2008, as well as with the orientations defined by the 2008 Paris Declaration on Aid Efficiency<sup>130</sup>. Actions funded under Programme 301 should hence contribute to one of the *programme’s five priorities*:

1. Developing employment in the countries of origin;
2. Improving living conditions for women and children;
3. Improving the general environment via local development;
4. Protecting the rights of potential asylum seekers on site;
5. Reducing the transfer costs of migrants’ remittances.

Programme 301 is divided into *three budget lines*<sup>131</sup>:

1. Multilateral cooperation via international organisms, which aim to trigger productive activities in countries of origin, in particular francophone and sub-Saharan Africa, by supporting sectoral policies and co-development activities linked to the transfer of migrants’ remittances.
2. Reintegration and resettlement assistance via the French Immigration and Integration Office OFII in order to support projects led by the diaspora or by voluntarily returning migrants which will benefit the socioeconomic development of their home country.
3. Bilateral cooperation via the signature of ‘concerted management agreements for migration flows and co-development’ with partner countries, but also via cooperation with the French Development Agency AFD, and with associations, companies and regional authorities in order to create local development initiatives.

Given the results of the 2012 elections, it was not clear at the time of writing if Programme 301 will be continued after 2013 or if it will be merged into the broader Programme 209 “Solidarity towards developing countries” which has an overall budget of 2 million Euro per year.

In the framework of the 2005 EU Global Approach to Migration, France developed another instrument for the implementation of its M&D policy and its cooperation with countries of origin and transit in 2006: the ‘*concerted management agreements for migration flows and co-development*’<sup>132</sup>,

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**130** Ministry of Economy and Finance, 2011, op. cit.

**131** Ministry of Interior, *The French Solidarity Development Policy, Norwegian EMN Cluster Meeting “The Practical Side of the Migration Development Nexus”*, Oslo, 2012; Ministry of Economy and Finance, 2007, op. cit.

**132** Original in French: “Accord de gestion concertée des flux migratoires et de développement solidaire”.

**Table 1:** M&D spending 2007-2012, France (in million Euro)<sup>134</sup>

	2007	2008	2009	2010	2011	2012
Programme 301: Co-development	14.5	29.0				
Programme 301: Solidarity development and migration			23.3	31.2	30.0	28.0
Programme 303: Immigration and asylum	292.6	298.8	376.4	328.1	262.2	327.1

which aim to simultaneously facilitate human mobility, encouraging temporary migration and stimulate the return of competences and investments in the countries of origin in order to favour their development<sup>133</sup>. It was uncertain at the time of writing whether the existing agreements will be continued or cancelled under the new government elected in 2012.

Concerning the budget available for M&D activities, before 2007 co-development activities accounted for around 3 million Euro per year. With the introduction of Programme 301 in 2008, the French government showed an increased interest in M&D, with an increased budget and a growing number of partner countries.

However, the budget allocated to Programme 301 is much less than to other programmes. In its first year, Programme 301 had been allocated 14.5 million Euro. Since then, the *annual budget* accounts for *around 30 million Euro*. Given that the French Public Development Aid (APD) accounted for 9.3 billion Euro (0.46% of GDP) in 2011, the percentage of budget allocated for M&D purposes accounted for *0.16% of the APD*. For comparison, Programme 303 “Immigration and asylum”, which implements

France’s management of its foreigners’ mobility and visa policy, the guarantee of the right to asylum and the fight against irregular immigration, has an annual budget of around 300 million Euro. In 2011, the 262.2 million Euro spent on this program accounted for 2.82% of the APD.

Concerning the priority countries for projects on M&D, before 2007, the French co-development policy was mainly directed towards Mali and Senegal, with some pilot projects also implemented in Morocco and the Comoros Islands. Since 2008, the action has been broadened, focusing on countries with important migratory flows to France and/or on countries with which France concluded a “concerted management agreement for migration flows and solidarity development”.

In the **2009** policy document presenting the new solidarity development approach<sup>135</sup>, *28 priority countries* with an obvious geographic priority on the Maghreb, central, sub-Saharan and French-speaking Africa are mentioned: Algeria, Benin, Burkina Faso, Burundi, Cap Verde, Cameroon, Congo, Democratic Republic of Congo, Ivory Coast, Gabon, Guinea, Haiti, Madagascar, Mali, Morocco, Maurita-

<sup>133</sup> Until June 30th, 2011, 13 countries had signed agreements with France: Senegal (23.09.2006), Gabon (05.07.2007), the Republic of Congo (25.10.2007), Benin (28.11.2007), Tunisia (28.04.2008), Mauritius (23.09.2008), Cap Verde (24.11.2008), Burkina Faso (10.01.2009), Cameroon (21.05.2009), Macedonia (01.12.2009), Montenegro (01.12.2009), Serbia (02.12.2009), and Lebanon (26.06.2010).

<sup>134</sup> Ministry of Economy and Finance, 2007, op. cit.; Ministry of Economy and Finance, 2011, op. cit.

<sup>135</sup> Ministry of Immigration, Integration, National Identity and Solidarity Development, 2009, op. cit.

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nia, Niger, Nigeria, Central-African Republic, Rwanda, Senegal, Somalia, Surinam, Chad, Togo, Tunisia, the Comoros Islands and Vietnam.

In 2012, the FDA also established a list of *14 priority countries*<sup>136</sup>, to which it wishes to allocate a minimum of 80% of the grants and 60% of FDA's resources: Benin, Burkina Faso, the Comoros Islands, Ghana, Guinea, Madagascar, Mali, Mauritania, Niger, Democratic Republic of Congo, Central-African Republic, Senegal, Chad and Togo. Except for Ghana, which is not a priority country for the Ministry of Interior in its solidarity development strategy, the two priority lists perfectly match.

Projects within the M&D realm are funded under Programme 301 and hence are required to contribute to one of the programme's five objectives.<sup>137</sup> See Annex III.ii. for a list of recent projects. *Two types of projects* can be considered as particularly *successful* in having an impact on local development, as they foster local expertise and have a multiplication effect. Hence, FDA would like to increase the number of projects within these thematic areas:

- *Mobilisation of diaspora competences* for development projects: it supports the creation of positive dynamics and matches between the needs of countries of origin and the competences which their diasporas have acquired.
- *Creation of productive investment* in countries of origin: it supports investors with an immigration background in France to invest in projects in their countries of origin by increasing the credibility of the projects to

fund, and assuring the financial security of the investment. This would demonstrate that investing in countries of origin is a secure investment and hence create a ripple effect.

An important lesson learnt is also that the legitimacy of local authorities involved in the project is crucial for the implementation success of development projects.

France works with different kinds of partners in migrants' countries of origin, subject to its two separate approaches towards implementing co-development projects:

1. *In countries where there is a large potential of co-development*, i.e. in countries of origin that have a large diaspora living in France (e.g. Senegal, Mali), France establishes a "Solidarity Development Programme" together with the local authorities: This programme creates an ad-hoc unit within the local administration, comprising local and international experts, and headed jointly by the local authorities and the cooperation services of the French Embassy, who together select and implement co-development projects;
2. *In countries where the potential for co-development is limited*, France adopts a project-based approach: The main cooperation partners here are local associations which implement the selected projects. The implementation agency (often FDA) either targets associations which they would like to support, or associations themselves take the initiative and apply for funding.

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136 French Development Agency (FDA), viewed on 10 October 2012, [http://www.afd.fr/jahia/webdav/site/afd/shared/afd\\_en\\_chiffres/graph\\_06.swf](http://www.afd.fr/jahia/webdav/site/afd/shared/afd_en_chiffres/graph_06.swf).

137 Ministry of Interior, 2012, op. cit.; International Labour Organisation (ILO), *The Co-development Programme "The Partnership France/Mali"*, Last updated on 06.08.2010, viewed on 2 September 2012, [http://www.ilo.org/dyn/migpractice/migmmain.showPractice?p\\_lang=en&p\\_practice\\_id=4](http://www.ilo.org/dyn/migpractice/migmmain.showPractice?p_lang=en&p_practice_id=4).

The programme approach is preferable because it creates local expertise in dealing with development projects and is hence more sustainable than the project-based approach. However, this approach is linked to higher investment and can therefore not be adopted in all partner countries. Currently, it is mainly used with Senegal, the Comoros Islands and Cameroon, as well as formerly with Mali.

#### 4.3.4. Involvement in international fora on Migration and Development

France is eager to promote its M&D policy on the international and European scene and is very interested in engaging in *new partnerships* within and without the European Union framework that could strengthen its policy and position. Hence, France is actively contributing to a wide range of dialogues and partnerships that aim to foster the links between migration and development policies, especially with its European partners and with countries in the Mediterranean area and in sub-Saharan Africa. The following actions provide an overview of French activities on the international scene:

##### 4.3.4.1 Intra-European policy developments

France has openly supported the *Global Approach to Migration* since its introduction in European texts in 2005. Under the presidency of Nicolas Sarkozy (2007-2012), France was very eager to push migration management higher on the European agenda and therefore made it a priority during the French presidency of the European Council during the second half of 2008. Under the prompting of France, the European Council adopted the *European Pact on Immigration and Asylum* in October 2008, where the creation of a global partnership with countries of origin and transit in order to favour M&D synergies features as the fifth commitment. The EC has also asked France to contribute to the definition of the

*financial instrument “migration and asylum”* within the European context.

##### 4.3.4.2 Cape Verde Mobility Partnership

France is one of the four member states, together with Spain, Luxembourg and Portugal, which are part of the Cape Verde Mobility Partnership, aiming to build a comprehensive migration management system in the interest of the partner states and the migrants themselves. *Mobility Partnerships* are the EC's new tool to comprehensively address the M&D issue with countries of origin and transit, and are largely inspired by the French concerted management agreements with countries of origin, elaborated in 2008 and currently signed with 13 countries. Indeed, France is very committed to participating in the elaboration of the Mobility Partnerships, for instance with Morocco and Tunisia.

##### 4.3.4.3 OECD Working Group on Migration

France participates also in the meetings of the OECD Working Group on Migration established in 1996, which is responsible for the Continuous Reporting System on Migration leading to the yearly SOPEMI report on international migration.

##### 4.3.4.4 Euro-African Migration and Development Process ('Rabat Process')

France played an active part in the organization of the first Euro-African Conference on Migration and Development, which was held in Rabat on July 10<sup>th</sup> and 11<sup>th</sup>, 2006, and led to the creation of the Rabat Process. France hosted the second conference in November 2008, where a three-year cooperation programme was adopted, insisting on monitoring employment policies and the economic and social development of countries of origin, on encouraging circular migration, supporting the transfer of migrants' remittances and their

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use for development purposes, and promoting links between diaspora, home countries and host country.

#### **4.3.4.5 5+5 Dialogue on Migration**

Next to Algeria, Libya, Mauritania, Morocco, Tunisia, Italy, Malta, Portugal and Spain, France has been a member of the 5+5 Dialogue since its establishment in 2002.

#### **4.3.4.6 MTM Dialogue**

France has been an active member of the informal, inter-regional and intergovernmental MTM Dialogue since its inception in 2002. Initially focusing on transit migration, the MTM has extended its scope over the years to cover the various aspects of irregular and mixed migration, as well as migration and development. France is one of the main donors of projects implemented within the MTM Dialogue and a member of the steering groups for the AMEDIP project (Strengthening African and Middle Eastern Diaspora Policy through South-South Exchange), as well as the i-Map project (Interactive Map on Migration in Africa, the Middle East, and the Mediterranean Region).

#### **4.3.4.7 MME Dialogue**

France participates in the meetings of the MME Dialogue established in 2007. The 2011-

2013 Action Plan has two main strands: (a) enhancing dialogue, and (b) identifying and implementing concrete actions.

#### **4.3.4.8 EuroMed Migration III**

France played a crucial part in the re-launching of the Barcelona Process via Euromed in 2008. The project line on migration, EuroMed Migration I-III, aims to create mechanisms to promote opportunities for legal migration, support for measures to promote the linkage between migration and development and the stepping up of activities to combat people trafficking and irregular immigration, and to manage mixed migration flows.

#### **4.3.4.9 GFMD**

France was actively involved in the GFMD process having chaired four round tables and participated in country teams. The government also provided financial resources for the organization of the GFMD. The French government is also a member of the GFMD Steering Group, as well as of the Ad-Hoc Working Group on Policy Coherence, Data and Research.

#### **4.3.4.10 IGC**

France signed a funding agreement in November 2011 in order to support ICG in their expertise meeting and information exchange on migration and asylum.



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## 4.4. Germany<sup>138</sup>

Although the German government does not have a central policy paper which lays out its migration and development concept, Germany's interest in M&D can be traced back to the beginning of the 21<sup>st</sup> century. The initial focus was on cooperation between diaspora associations and the facilitation of money transfer. This has been broadened considerably in recent years and it now aims to cover the whole migration cycle. "Triple-win" (benefits for the migrants themselves, their countries of origin and their residence countries) is what should characterise M&D activities. Policy coherence is very important to the Federal German government as it has recently emphasised whole-of-government approaches and established cross-departmental mechanisms. The current institutional structure contributes to more coherent policies, in particular in the field of M&D. Moreover, the strong engagement of actors at local and regional (Länder) level in the area of M&D is one of the main characteristics of the German approach. The main implementing agency for projects in the area of M&D is the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), and its Center for International Migration and Development (CIM) in particular, a joint operation between GIZ and the Federal Employment Agency. Besides GIZ, there is also "Engagement Global", an institution that coordinates development cooperation activities at local level. Germany takes an active role at global and European level, in particular through its projected contributions to the World Bank knowledge platform KNOMAD and to the now concluded mobility partnerships with Georgia, Moldova and Armenia. It anticipates being involved in future mobility partnerships with Tunisia and Morocco, which are currently under discussion.

### 4.4.1. The Migration and Development concept

The German government does not have a central policy paper setting out M&D concepts; notwithstanding, the M&D nexus is documented in a number of speeches, position papers and guidelines. The former Federal Minister for Economic Cooperation and Development, Hei-

demarie Wiecezorek-Zeul, mentioned in 2006<sup>139</sup> that migrants and migrants' associations should be given support so that they can contribute better to the development of their countries of origins and support their families.<sup>140</sup> One year after the speech, the Bundestag addressed a request to the government with the title

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**138** After the end of the data collection period for this study, the Federal Office for Migration and Refugees (BAMF) published a working paper called "Migration and development - Explorative study of the field of action at the level of the Federation, the Länder and the municipalities" (in German). Its results have neither been reflected in the country chapter on Germany nor in the comparative part in order to have the same data collection cut-off date for all countries. It can be accessed at the website of the BAMF at <http://www.bamf.de/SharedDocs/Anlagen/DE/Publikationen/WorkingPapers/wp49-migration-und-entwicklung.html>.

**139** Weitzenegger, K., *Entwicklungspolitik für, mit und durch MigrantInnen: Wie geht das? Vortrag bei der Tagung Migration(en) und Entwicklung(en). Transformation von Paradigmen, Organisationen und Geschlechterordnungen*. Bielefeld, 10. – 11. July 2008, 2012, viewed on 1 July 2012, <http://www.weitzenegger.de/consulting/?p=11711>.

**140** Original quote: "In Zukunft müssen wir aber auch dem entwicklungspolitischen Potenzial und der kreativen Energie internationaler Migration aufgeschlossener gegenüberstehen. Migrantinnen und Migranten können ihren Teil zur Entwicklung ihrer Herkunftsländer beitragen – und oft genug tragen sie auch zu unserer wirtschaftlichen Entwicklung und Wohlstand bei. Viele suchen nach Möglichkeiten, wie sie ihre Familien und Herkunftsregionen noch besser unterstützen können – unterstützen wir sie dabei und lernen wir ihre Möglichkeiten zu nutzen!"

“Diaspora – Using the potential of migrants for the development of their countries of origin”<sup>141</sup> asking the government to develop a concept on how to include migration in development cooperation. As the title suggests, a strong focus was placed on supporting diaspora groups.

The German Federal Ministry for Economic Cooperation and Development (BMZ) published its first document in 2010 emphasizing the direct link between migration and development under the title “Migration – Harnessing the opportunities to promote development”.<sup>142</sup>

In parallel to the release of the publication, Dirk Niebel, the Federal Minister for Economic Cooperation and Development, gave a speech in 2010<sup>143</sup> stressing the positive impact of migration: “Especially from a development perspective, migration also provides opportunities. I want to focus on “migration as an opportunity” today. [...] We want migration to benefit all actors involved: first, the migrants themselves; second, the migrants’ countries of origin; and third, the countries of residence. The aim must be a triple-win situation. This is a big challenge. But it is worth it.”<sup>144</sup> In 2011, an article on Germany’s perspective on migration and development written by Minister Dirk Niebel was published, which gives an overview of the core principles underpinning Germany’s M&D concept.<sup>145</sup> The main

objective of the German approach is to support migrants during the whole migration cycle, namely in the pre-departure phase, the phase of residence in Germany as well as the return and reintegration phase. Synergies between these policy fields should be further strengthened to ensure that labour market policies are development sensitive and benefit both the migrants’ country of origin and the destination country.

At a practical level, the BMZ recently published a handbook<sup>146</sup> on M&D which covers following thematic areas: remittances, cooperation with the diaspora, private sector development, migration policy, and development-oriented labour mobility to provide practitioners and policy makers with an overview of policy options in the different areas of M&D.

The core M&D areas for cooperation as specified in the key document “Migration – Harnessing the opportunities to promote development” are:

- Delivering advisory services to countries of origin in the field of migration policy;
- Supporting the more productive utilization of migrants’ remittances;
- Cooperating in the non-profit activities of the diaspora communities;
- Promoting the private-sector development in the countries of origin through migrants’ contributions;

**141** Antrag der Fraktionen CDU/CSU, SPD, FDP und BÜNDNIS 90/DIE GRÜNEN, *Diaspora – Potenziale von Migrantinnen und Migranten für die Entwicklung der Herkunftsländer nutzen*, Berlin, 2007, viewed on 29 July 2012, <http://dipbt.bundestag.de/dip21/btd/16/041/1604164.pdf>.

**143** 2. Stuttgarter Forum fuer Entwicklung, *Tagungsdokumentation. Migration weltweit – Impulse für Entwicklung*, Stuttgart, 2010, viewed on 1 July 2012, [http://www.bamf.de/SharedDocs/Anlagen/DE/Downloads/Infothek/Sonstige/stuttgarter-forum-fuer-entwicklung.pdf?\\_\\_blob=publicationFile](http://www.bamf.de/SharedDocs/Anlagen/DE/Downloads/Infothek/Sonstige/stuttgarter-forum-fuer-entwicklung.pdf?__blob=publicationFile).

**144** Quote in German: “Um „Migration als Chance“ geht es mir heute. Wir wollen, dass Migration ein Gewinn für alle Beteiligten wird: Erstens für die Migranten selbst. Zweitens für die Herkunftsländer der Migranten. Und drittens für die Länder, in denen sie leben. Neudeutsch würde man sagen: Das Ziel muss ein „Triple-Win“ sein. Das ist eine große Herausforderung. Aber es ist die Mühe wert.” Bundesentwicklungsminister Dirk Niebel, *Migration als Chance. Festrede anlässlich des 2. Stuttgarter Forums für Entwicklung*, 2010, viewed on 13 July 2012, [http://www.bmz.de/de/presse/reden/minister\\_niebel/2010/Oktober/20101022\\_rede.html](http://www.bmz.de/de/presse/reden/minister_niebel/2010/Okttober/20101022_rede.html).

**145** Bundesentwicklungsminister Dirk Niebel, *Wanderung, Wirtschaft und Entwicklung. Eine notwendige Neubewertung in, Internationale Politik*, 2011, viewed on 19 July 2012, <https://zeitschrift-ip.dgap.org/de/article/19144/print>.

**146** BMZ, *Migration gestalten fuer eine nachhaltige Entwicklung. Handbuch zur gezielten entwicklungspolitischen Nutzung der positiven Aspekte von Migration und Minderung ihrer negativen Folgen*, Berlin, 2011.

- Supporting returning experts and facilitating the reintegration of returnees in the economy of their home countries;
- Involving migrants' organisations in development-related education work in Germany and encouraging networking with local-level actors in development policies.

Besides these topics, migration as a transversal theme is also anchored in following thematic areas:

- Migration and social security;
- Migration and climate change;
- Migration and gender;
- Migration, peace and security.

Development-oriented labour migration will receive greater attention in the future as the development impact of labour migration has been identified as one of the central themes in the field of M&D.

The M&D approach of the German government can be summarised under the slogan "Using the potential of migration and minimizing its risks". The buzzword "triple-win" is used as a reference point for M&D activities. Germany's M&D policy aims to reach a triple-win situation: benefits for the migrants themselves, their countries of origin and their residence countries. The development policy also aims to reduce the necessity to migrate in developing countries by supporting developing countries in their reform processes: "[...] If we look more closely we can see that migration can have a positive or a negative impact on the migrants themselves, the countries of origin and the countries of destination. Experience shows that good migration management can ensure that the benefits far outweigh the risks."<sup>147</sup>

The BMZ publication on M&D differentiates between migrants who left their countries because of civil war or prosecution (refugees), and migrants who left their country for other reasons, such as poor governance, drought, climate change, unemployment, lack of social infrastructure such as health and education, etc. The distinction between forced and voluntary migration is not clear-cut in the document; migration causes are described on a continuum between forced and voluntary migration. It is however made very clear that no human being is willing to leave their home country without a specific reason, and would sometimes also emigrate irregularly. It also mentions that the majority of migration flows are South-South movements.

BMZ's M&D approach is based on the assumption that the phenomenon of migration can only be addressed by a set of different policy areas such as development, labour market, employment, foreign, domestic and educational policy. Therefore, the German policy on M&D applies a three-pronged approach: the creation of national and international policy frameworks for migration, which also consider the needs and interests of developing countries, concrete measures to enhance the potential of migration to contribute more to the developing countries, and a greater acceptance towards migration and migrants in Germany.

The Millennium Development Goals are referred to as the framework for M&D in Germany. The EU's Global Approach on Migration and Mobility also serves as a reference document (see section on policy coherence).

<sup>147</sup> BMZ, *Migration – Harnessing the opportunities to promote development*, Berlin, 2010, viewed on 22 July 2012, [http://www.bmz.de/en/publications/topics/human\\_rights/BMZ\\_Information\\_Brochure\\_01\\_2010.pdf](http://www.bmz.de/en/publications/topics/human_rights/BMZ_Information_Brochure_01_2010.pdf).

#### 4.4.2. Institutional framework and policy coherence for Migration and Development

The *Federal Ministry for Economic Cooperation and Development (BMZ)* is the central body with regard to migration from a development perspective. Within the ministry, Division 113 (Federal government/states/local authorities; migration and employment; returning experts; export credit and investment guarantees) is responsible for migration under the Directorate-General 1, responsible for central services, civil society, economic policy and the private sector. This institutional structure contributes to more coherent policies, in particular in the field of M&D, because economic cooperation and development is anchored at ministerial level which allows discussions concerning migration at an equal level as the other relevant ministries.

At ministerial level, the Federal Ministry of Finance, the Federal Ministry of the Interior, the Federal Ministry for Labour and Social Affairs, the Federal Ministry of Economics and Technology, the Federal Ministry of Justice, the Federal Ministry of Education and Research, and the Federal Foreign Office are occasionally involved in M&D policy making. Their involvement depends on the respective topic. As an example, discussions and consultations in the area of remittances were held with the Federal Ministry of Finance. The Federal Foreign Office is the focal point in charge of cooperating with the Global Forum on Migration and Development, and also coordinates Germany's positioning in view of EU developments (in particular regarding the Global Approach on Migration and Mobility and mobility partnerships). The Federal Ministry for Labour and Social Affairs has also established a link to M&D when it comes to the recruitment of highly qualified personnel.

The Federal Office for Migration and Refugees (BAMF) is a superior federal authority among the subordinate authorities of the federal Ministry of Interior which is responsible for the implementation of the Federal Ministry of Interior's policies. It is a competence centre for numerous tasks in the field of migration, integration, asylum and readmission, and has an occasional role in M&D, explicitly in the field of research. The BAMF is also interlinked with M&D as it coordinates the European Integration, the European Refugee and the European Return Fund, as far as funds reserved for Germany are concerned. Furthermore, it is involved in the implementation of mobility partnerships. It is also the German focal point for the European Migration Network (EMN).

There are numerous actors involved in the implementation of development projects in partner countries, and therefore the institutional arrangements are complex. Before the reform of the institutional development system, the three agencies, German Technical Cooperation (GTZ), German Development Service (DED), and the German international capacity building agency InWent, were implementing technical cooperation projects. At the beginning of 2011, these three organisations were merged into the *Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)*, a limited company with the Federal Government as main proprietor. Besides the institutional changes associated with the merger, the scope of services provided by GIZ was broadened from development cooperation to international cooperation. This means that the implementing agency of the German development cooperation also has the mandate to implement projects in Germany or other newly industrialised countries besides its work in developing countries, which has consequences for the scope of activities in the area of M&D.

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Within GIZ, M&D is dealt within two units and sub-units:

*Centre for International Migration and Development (CIM)*

- CIM is a joint operation of the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) and the International Placement Services (ZAV) of the German Federal Employment Agency (BA). It implements the Migration for Development Programme (including components on returning experts, co-funding of migrant organisations' projects in countries of origin, support to business start-ups by migrants and migration policy advice), the Integrated Experts Programme and is also involved in the pilot project Triple Win Migration<sup>148</sup>;
- Since September 2011 the Sector Project on M&D has also been part of CIM. Since its inception in 2006, the Sector Project has been developing instruments and concepts to promote the potential of migration. Its role is to pioneer M&D approaches in the German development cooperation context and to advise the BMZ in this regard.

*Flexible Business Unit (Flexible Geschäftseinheit, FGE):*

- The flexible business unit on migration aims to further develop Germany's approach towards the (development sensitive) recruitment of highly qualified personnel to Germany and Europe with the objective of creating a triple-win situation.

The division of work between the Sector Project on M&D and the Programme Migration for Development of CIM can be defined as follows: while the Sector Project strives to mainstream migration into German development cooperation by developing instruments and concepts, the Programme Migration for

Development (the more operational pillar of CIM) aims to run operational activities in the whole migration cycle: the returning experts programme in the return phase, the diaspora cooperation programme in the phase of residence in the host country and the triple win migration initiative in the pre-migration phase, as well as offering practical policy advice to institutions in countries of origin regarding these issues.

Besides the main implementing agency, GIZ, "*Engagement Global*" also coordinates development cooperation activities at local level and receives funding from BMZ (see section below on local level).

The Coalition Agreement (between the Christian Democratic Union (CDU), the Christian Social Union (CSU) and the Free Democratic Party (FDP) signed in October 2009, provides the *political framework for the German development cooperation*. It endorses international development goals and makes a commitment to strive for sustainable reductions in poverty and structural deficits as called for in the United Nations Millennium Declaration. Core defining elements of current German development policy are the strengthening of good governance, ownership and the potential for self-help in developing countries.<sup>149</sup> Sustainable poverty reduction is the core principle underpinning Germany's development policy.

*Inter-ministerial coordination* at a regular basis often takes place under the coordination of the Federal Foreign Office, particularly in view of defining Germany's position regarding EU and UN statements, resolutions and policy developments and to prepare for the

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<sup>148</sup> See CIM: *Triple Win Migration. Migration nachhaltig gestalten*.

<sup>149</sup> CDU, CSU and FDP, *Growth. Education. Unity. The Coalition Agreement between the FDP, CDU and CSU*, Berlin, viewed on 20 July 2012, <http://www.cdu.de/doc/pdf/c091215-koalitionsvertrag-2009-2013-englisch.pdf>.

High Level Working Group on Migration and Asylum.

Inter-ministerial meetings also take place on an ad-hoc basis when the need arises. The composition of these meetings depends on the thematic area that requires consultation among the different stakeholders.

At *regional level (Länder level)*, the former Ministry for Intergenerational Affairs, Family, Women and Integration (MGFFI) in North Rhine-Westphalia supported M&D projects. In 2007, the ministry organised a conference on “Migration and Development: Jointly use its potential”.<sup>150</sup> Together with former GTZ and former InWent, the ministry supported the construction of social infrastructure in African countries which have been implemented by migrant organisations from Germany. It also commissioned a study on the development potential of Ghanaian migrants in North Rhine-Westphalia.<sup>151</sup> The ministry was split into two separate ministries and M&D is no longer under their mandate.

The government of North Rhine-Westphalia still focuses on M&D and supports the office of the “Fachkoordination Migration und Entwicklung” which promotes the contribution of the diaspora to development processes through

capacity building activities and networking. An interactive web portal has also been established to contribute to the visibility of African diaspora organisations.<sup>152</sup>

Besides the engagement of North Rhine-Westphalia in the area of M&D, other Bundesländer in Germany are also active but less centralised than in North Rhine-Westphalia, an example being the initiatives in Baden-Württemberg, in particular the Stuttgarter Forum für Entwicklung which focused on M&D in 2010. The Bundesland Hessen funds the STUBE initiative, a development-oriented education programme for students from Africa, Asia and Latin America who are studying in Hessen. The programme aims to contribute to the professional qualification and the reintegration of the students in their home countries by establishing an academic perspective for the post-return phase.<sup>153</sup>

More decentralised activities are covered in the following section. It can be expected that the involvement of the Länder will be further strengthened because the Heads of the Länder agreed in 2008 that M&D is one of their top priorities for development cooperation.<sup>154</sup>

At *local level*, the agency “Engagement Global” coordinates development cooperation

**150** Original title: “Migration und Entwicklung: Chancen. Gemeinsam. Nutzen”

**151** The study was conducted by Sieveking, N., *Das entwicklungspolitische Engagement von Migrantinnen afrikanischer Herkunft in NRW mit Fokus auf Ghana Expertise für das Ministerium für Generationen, Familie, Frauen und Integration des Landes Nordrhein-Westfalen*, Bielefeld, 2009, viewed on 5 July 2012, [http://www.uni-bielefeld.de/tidrc/ag\\_comcad/downloads/workingpaper\\_65\\_sieveking.pdf](http://www.uni-bielefeld.de/tidrc/ag_comcad/downloads/workingpaper_65_sieveking.pdf) (German version only).

**151** The study was conducted by Sieveking, N., *Das entwicklungspolitische Engagement von Migrantinnen afrikanischer Herkunft in NRW mit Fokus auf Ghana Expertise für das Ministerium für Generationen, Familie, Frauen und Integration des Landes Nordrhein-Westfalen*, Bielefeld, 2009, viewed on 5 July 2012, [http://www.uni-bielefeld.de/tidrc/ag\\_comcad/downloads/workingpaper\\_65\\_sieveking.pdf](http://www.uni-bielefeld.de/tidrc/ag_comcad/downloads/workingpaper_65_sieveking.pdf) (German version only).

**152** See Website Afrika-NRW, <http://www.afrika-nrw.net>.

**153** See STUBE Hessen, *We are colorful & creative and want to start changing the world as soon as possible*. Information Flyer, viewed on 23 July 2012, [http://www.wusgermany.de/fileadmin/user\\_upload/Daten/Auslaenderstudium/STUBE\\_Hessen/Wirueberuns/PDF/WUS\\_Stube-Flyer\\_E.pdf](http://www.wusgermany.de/fileadmin/user_upload/Daten/Auslaenderstudium/STUBE_Hessen/Wirueberuns/PDF/WUS_Stube-Flyer_E.pdf).

**154** See online article of the *Jahreskonferenz der Ministerpräsidenten der Länder vom 22. bis 24. Oktober 2008 in Dresden*, viewed on 23 July 2012, [http://www.service-eine-welt.de/images/text\\_material-1320.img](http://www.service-eine-welt.de/images/text_material-1320.img).

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activities of the civil society. Under its umbrella, the Service Agency Communities in One World is of particular relevance for cooperating with migrants' associations.

The BMZ funded a pilot project on M&D at local level that involved five cities/districts: Kiel, Leipzig, Bonn, Munich and the district Dueren. The aim was to kick-start the establishment of a network for cooperation between different stakeholders - mainly migrant associations and local authorities - on M&D. The major outcomes of the project were a manual on M&D at local level<sup>155</sup>, workshops for migrant associations and a German-wide network on M&D.<sup>156</sup> The Service Agency Communities in One World implemented the project.

Apart from this pilot project, several cities already acknowledge the potential of diaspora engagement for development. The city of Munich, for example, cooperates with migrant associations in the framework of partnerships with cities in developing countries or in different development projects.<sup>157</sup> This shows that M&D is anchored at regional and local level although it is difficult to outline their main activities since they operate outside the M&D framework at federal level.

#### 4.4.2.1 Interrelation between migration and development policies

The EU's Global Approach on Migration and Mobility with its four pillars of legal migration and mobility, irregular migration and traffick-

ing in human beings, international protection and asylum policy, and maximising the development impact of migration and mobility, provides the main reference document for a coherent migration and development policy in Germany and also provides the framework for consultations between the different ministries.

One thematic area that is high on the German migration policy agenda and that concerns both the migration policy makers as well as the development policy makers is the expected increase in the demand for skilled labour. The debate was triggered because several stakeholders warned about the existing demand for skilled labour in Germany, which is expected to increase. One of the responses was the establishment of the flexible business unit on migration under the GIZ umbrella and the launch of the Triple Win Migration initiative. The recruitment of highly skilled personnel was identified by the interviewing partners as the area having the potential to become an important policy area for interaction between the M&D policy agendas. On a side note, the federal government also developed an interdepartmental demographic strategy, which partially takes development concerns into account.

#### 4.4.2.2 Policy Coherence for Development and Migration

Policy coherence is very high on the agenda of the Federal German government and is anchored in the coalition agreement and the

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<sup>155</sup> Engagement Global gGmbH, Service für Entwicklungsinitiativen, Servicestelle Kommunen in der Einen Welt, Gutachten zu *Migration und kommunaler Entwicklungspolitik 2012. Aktueller Stand und Potenziale des Zusammenwirkens von Diasporen und kommunaler Entwicklungspolitik in ausgewählten Kommunen – aktualisierte Fassung*, Bonn, 2012, viewed on 25 July 2012, [http://www.service-eine-welt.de/images/text\\_material-2487.img](http://www.service-eine-welt.de/images/text_material-2487.img); GIZ GmbH – Servicestelle Kommunen in der Einen Welt, Migration und Entwicklung auf lokaler Ebene. Ein Praxisleitfaden, 2011, viewed on 4 July 2012, <http://www.service-eine-welt.de/pdf/dg22.pdf>.

<sup>156</sup> The first network meeting took place in 2011 and the second in 2012. The documentation of the network meetings can be accessed here: <http://www.service-eine-welt.de/images/Material48.pdf>; more information are available here: [http://www.service-eine-welt.de/interkultur/interkultur-netzwerk\\_migration\\_und\\_entwicklung.html](http://www.service-eine-welt.de/interkultur/interkultur-netzwerk_migration_und_entwicklung.html).

<sup>157</sup> For an overview of migration and development activities at local level, see Hunger, U. et al, *Integration und entwicklungspolitisches Engagement von Migranten auf der Ebene der Bundesländer und Kommunen*, 2011.



Action Programme 2015 to reduce poverty by half from 2001 onwards.

Germany has recently put stronger emphasis on whole-of-government approaches and cross-departmental mechanisms to deliver a coherent development co-operation programme. BMZ co-operates closely with the Federal Foreign Office on policy in the context of Germany's foreign relations. BMZ is advised by the German Development Institute (DIE). BMZ reports to the Federal Parliament, the Bundestag, through the federal government's development policy report, which is submitted once every legislative period. The Bundestag's Committee for Economic Co-operation and Development is responsible for overseeing Germany's ODA policy and strategy, including aid channels and modalities. The Budget Committee is involved through the annual budgetary procedure.

Furthermore, Germany reduced its number of partner countries by 27. A further 83 non-partner countries receive German assistance as part of regional or sector programmes (including NGO support, scholarships, refugee aid), or as debt relief. Germany categorises these countries as non-partner country recipients.<sup>158</sup>

#### 4.4.3. Operationalising the Migration and Development policy

It is difficult to estimate the *budget* available for M&D, as migration is also mainstreamed in other sectoral programmes of the German development cooperation. Roughly speaking, the BMZ allocated EUR 1 million annually to the Sector Project M&D (since 2006) and around EUR 10 million to the Programme Migration for Development. This however

does not include the M&D activities of other ministries or the BAMF and also reflects only partially the M&D activities at local and regional level. The total gross ODA in Germany was approx. EUR 12.82 billion in 2011.<sup>159</sup> The following table shows the current **priority countries** of the German Development Cooperation.

Building better cooperative relationships with countries on readmission is not explicitly envisioned as one of the development cooperation goals.

The Programme Migration for Development focuses on a number of priority countries (but activities are not limited entirely to those):

1. Eastern Europe: Georgia, Moldova, Ukraine;
2. Asia: China, India, Indonesia, Mongolia, Nepal;
3. Africa: Cameroon, Egypt, Ethiopia, Ghana, Morocco;
4. Middle East: Israel/Palestinian Occupied Territories (PoT), Jordan.

As regards partners in the countries of origin, this depends on the GIZ programme in the respective country (ministries, chamber of commerce, civil society etc.) in which migration is integrated. In the framework of the diaspora cooperation programme, the migrant associations in Germany which are supported by GIZ implement their projects together with local partners in their country of origin.

##### 4.4.3.1 Recent projects and lessons learnt<sup>160</sup>

GIZ implemented a number of projects in the following areas:

<sup>158</sup> OECD, *Germany. Development Assistance Committee (DAC) Peer Review 2010*, Paris, 2010.

<sup>159</sup> DAC, Preliminary data - Official Development Assistance (ODA) data for 2011; 15922.15 Mio USD.

<sup>160</sup> The compilation of projects presents only a selected number of projects and is not exhaustive.

**Table 2:** Current priority countries of the German Development Cooperation

<b>Asia</b>	<b>Central, Eastern and South Eastern Europe</b>	<b>Latin America and Caribbean</b>	<b>The Middle East and North Africa</b>	<b>Sub-Saharan Africa</b>
<i>Core theme: Promoting economic growth and fighting poverty</i>	<i>Core theme: Supporting economic and social transition</i>	<i>Core theme: Fighting poverty by supporting good governance</i>	<i>Core theme: Overcoming the gap between Europe and the Arab world</i>	<i>Core theme: Map of region Africa Fostering regional cooperation</i>
Afghanistan	Albania	Bolivia	Egypt	Benin
Bangladesh	Bosnia and Herzegovina	Brazil	Morocco	Burkina Faso
Cambodia	Georgia	Colombia	Palestinian territories	Burundi
China	Kosovo	Ecuador	Syria	Cameroon
India	Montenegro	El Salvador	Yemen	DR Congo
Indonesia	Serbia	Guatemala		Ethiopia
Kyrgyzstan	Ukraine	Honduras		Ghana
Laos		Mexico		Kenya
Mongolia		Nicaragua		Madagascar
Nepal		Peru		Malawi
Pakistan				Mali
Philippines				Mauritania
Sri Lanka				Mozambique
Timor-Leste				Namibia
Uzbekistan				Nigeria
Vietnam				Rwanda
				Senegal
				South Africa
				South Sudan
				Tanzania
				Uganda
				Zambia

1. Diaspora engagement
2. Remittances
3. Migration Policy Advice
4. Private Sector Development
5. Transfer of knowledge: Returning and Integrated Experts
6. Temporary labour migration

Additionally, the BAMF conducted a number of studies in the area of M&D:<sup>161</sup>

#### *Diaspora engagement*

The sector programme M&D implemented the pilot programme to promote diaspora projects. Prior to the pilot programme, several studies on the main diaspora communities in Germany were conducted to gain knowledge on the activities of diaspora organisations. Success factors were, *inter alia*, the following:

1. Knowledge of the diaspora communities, their capacities and activities helped to create realistic expectations towards cooperation with diaspora associations and to set up a support structure;
2. Fairs for migrant associations and capacity building activities were conducted in parallel and before the implementation of projects;
3. Support was provided during the project proposal preparation phase.<sup>162</sup>

As a result of the pilot programmes' success, a regular programme to support migrant organisations' activities in their countries of origin was set up at CIM.

#### *Remittances*

Together with the Frankfurt School of Finance & Management, GIZ set up the website [www.geldtransFAIR.de](http://www.geldtransFAIR.de),

where migrants can compare bank fees with those of money transfer operators. By increasing the transparency of the money transfer market, the site fosters competition between institutions.

GIZ also provides advice about formal remittance channels. It works with banks in the countries of origin on a variety of financial products customised to meet migrants' needs. Through information campaigns, it informs the diaspora communities in Germany about insurance, savings and credit offers at banks in their countries of origin. Lessons learnt from the projects on remittances are: a) individual options for economizing on transfer fees are generally quite high, but information is hard to obtain; b) the money transfer market in Germany is dominated by banks and a few large money transfer operators. The former are not particularly interested in carrying out money transfers; the latter are in a position to demand high costs. Possibly, the European Payment Systems Directive will in future increase competition in this market.

#### *Migration Policy Advice*

GIZ – on behalf of BMZ – advises governments in countries of origin on how to build up specialised offices and structures for dealing with migration affairs as well as on how to develop coherent migration and diaspora policies.

Lessons learnt from activities in the area of migration policy advice are those gleaned from the following activities:

1. Regional cooperation is of growing importance, not only among representatives of governmental institutions, but also with the respective diaspora groups of a region;

<sup>161</sup> See for example, BAMF, *Climate change and migration: causal linkages, future dimensions and policy responses*, Nuremberg, 2011, viewed on 2 July 2012, <http://www.bamf.de/SharedDocs/Anlagen/DE/Downloads/Infothek/Themendossiers/Tagung-Klimawandel-2011/klimawandel-tagung-martin.html>.

<sup>162</sup> See Schuster, N., Keusch, M., *European Good Practice Examples of Migration and Development Initiatives with a Particular Focus on Diaspora Engagement*, Vienna Institute for International Dialogue and Cooperation, Vienna, 2012.

2. Migration strategies are often dominated by security-related policy priorities, and development-friendly aspects risk being neglected. Stronger commitment of stakeholders from civil society (in particular from the diaspora) in terms of contributing to the political decision-making-processes in the countries of origin would lead to more balanced policy approaches;
3. High-level and working-level dialogues between different policy sectors and different levels of institutions in the government are needed to foster coherent and coordinated migration and Diaspora policies. A neutral platform for the pooling of knowledge and exchanging different perspectives on development oriented diaspora policy would contribute to mutual understanding and trust building on all levels of the institutional setting in a region.

#### *Private sector development*

The main project in the area of private sector development was implemented in Morocco, and is called "Migration and regional economic development in the Oriental Region of Morocco" (MIDEO). This EU funded project ended in May 2011. The objectives of the project were a) the mobilization of the Moroccan diaspora in Europe to create a favourable environment for economic development in the Oriental Region, and b) to prepare Moroccan institutions for economic development: the Oriental Development Agency, investment promotion centres, private sector associations and local banks are targeting their services to the needs of expatriate Moroccans. After the completion of the MIDEO project a number of lessons learnt were elaborated:

1. Personal contact with Moroccans Residing Abroad (MRAs) proved to be a vital factor for the success of the project. (This included encouraging them to visit

the office in Morocco, increasing the number of meetings in Europe, bringing MRAs to Morocco, maintaining proactive contact by telephone and organising large-scale meetings in Morocco);

2. It was important to support MRAs in establishing professional links with their country of origin (by providing their expertise to local SMEs; on-site training; guided tours);
3. MRAs have limited trust in Morocco's public institutions, a fact which needed to be addressed during the project phase;
4. As one example, MRAs have very little confidence in the banks. This shows the need to support the business climate in the region, with a particular focus on supporting the private institutions that are responsible for maintaining links with MRAs;
5. MRAs entrepreneurs expect to be paid for providing advice to local SMEs.

In general, the project showed that MRAs value such projects if they are able to provide ongoing support throughout the entire process of setting up a business.

#### *Returning Experts Programme*

The programme supports the professional integration of university graduates and experienced experts from developing, emerging and transition countries, who have completed their training in Germany and are interested in returning to their countries of origin. Lessons learnt from the programme are:

1. Support for the placement of returning highly qualified migrants in institutions relevant for development can have clear structural impacts;
2. "Brokers" in the respective country of origin, who help to match businesses, NGO's or government institutions with

returning migrants, and who support migrants in the initial stages of reintegrating into their home situations, are a key to success;

3. Job fairs are an appropriate instrument of achieving interest and concrete options for matchmaking, both on the side of institutions and of migrants potentially interested in returning.

#### *Integrated Experts Programme*

Through the Integrated Experts Programme, the CIM links up partner country organisations that need qualified employees with highly qualified experts from Germany and other European Union countries. With regard to M&D, experts have also recently been sent to authorities dealing with migration such as diaspora institutions, especially in the context of EU Mobility Partnerships such as Moldavia or Georgia (under preparation). The placement of an integrated expert with long-standing experience in the region has, in the case of the Moldavian Mobility Partnership, been extremely helpful in building a trustworthy network between national and international institutions and in injecting specific capacity building expertise into the local labour agency.

#### *Triple Win Pilot project*

The German Federal Employment Agency (BA), with its International Placement Services (ZAV) and GIZ have agreed to develop, test and evaluate a coherent overall management system for temporary labour migration as part of their institutional cooperation within CIM, and therefore to implement the pilot project "Triple-Win". The idea is to set up and pilot a modular system of service with offers from both GIZ and BA for sustainable management of all phases of circular migration. First insights suggest that there is no 'one size fits all' solution (especially as return is not always the best outcome), and that labor migration schemes have to take into account the specific situation

of individuals in occupations in both countries to build up sustainable models. All partners must be equal to secure success and be willing to support and respect the goals of each as the basis for shared innovation and shared benefits.

#### **4.4.4. Involvement in international fora on Migration and Development**

The *GFMD* has a high priority for the German government and Germany has regularly participated at GFMD meetings and been actively involved in the preparatory process through the work done in roundtable government teams. Germany has also presented concrete project examples on M&D in the framework of the Civil Society Days.

- Consultations and positioning were ongoing at the time of writing in preparation to the 2013 High Level Dialogue;
- Concrete discussions on how to anchor M&D in the post-2015 MDG development cooperation framework were ongoing at the time of writing;
- Germany (GIZ on behalf of BMZ) actively participates in the meeting of the G8 Global Remittances Working Group;
- Germany intends to contribute significantly to the World Bank Global Knowledge Partnership on Migration and Development (KNOMAD);
- At EU level, the EC established a cooperation platform on M&D which appeared for the first time in the Global Approach on Migration. Cooperation platforms bring together actors from one or more countries along a specific migration route. Only one platform exists to date (Ethiopia) and Germany has actively participated in this;
- The Rabat Process is of particular relevance for the German government due to its focus on M&D;
- The Prague Process is also a priority for the German government although more from the perspective of the Ministry of Interior.

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The growing consideration of the M&D nexus will create more opportunities for the involvement of the BMZ in the future;

- Germany has participated in a joint expert group in the framework of the EU-African partnership on migration, mobility and employment;
- The GIZ was a partner in the consortium that implemented the Euromed I and II project. BMZ anticipates providing non-financial support to the Euromed III project.

Germany actively participates in the *mobility partnership* with Moldova and Georgia

through a number of projects.<sup>163</sup> Moldovan and Georgian nationals who have been granted legal residence may leave Germany for a longer period (24 months) than the usual six months without losing their German residence permit. Furthermore, Germany contributes to the areas of border management and capacity development on migration, integration and asylum matters. Germany also participates in the mobility partnership with Armenia and is among the interested participating states in view of the future partnerships with Tunisia and Morocco.

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**163** EMN, *Annual Policy Report 2010 by the German National Contact Point for the European Migration Network (EMN)*, Nuremberg: Federal Office for Migration and Refugees, 2010.

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## 4.5. Italy

Italy has strongly supported measures to leverage costs and to improve the channels for remittance flows. Aside from this and some pilot programmes, M&D has not been a priority for the Italian government over the past ten years. These pilot programmes were interrupted due to a lack of financial resources and were thus never translated into M&D policies. A policy document focusing on the link between poverty reduction and migration does not exist in Italy. Instead, several local authorities (municipalities, provinces and regions) have made M&D a priority through decentralised cooperation schemes. Several ministries address M&D-related issues, whereby its nexus manifests itself primarily through initiatives undertaken by diasporas in Italy which contribute to development in their countries of origin. Diaspora's involvement for integration in Italy, the 'here', and development in migrants' countries of origin, the 'there', has spurred increased interest in the last few years within ministries working on migration (Ministry of Interior and Ministry of Labour). A new Ministry on Cooperation and Integration has been created, however its future is unclear in light of the recent elections. As in many other contexts, while the establishment of such an institutional framework aims to address the complexity of these issues, it can also often bring along problems of coordination and coherence. Various coordination mechanisms and initiatives have been set up, yet the issues remain unresolved. Concerning Italy's participation to international fora on M&D, it follows various dialogues and is very active in the GFMD. Moreover, Italy signed labour mobility agreements with some countries of origin.

### 4.5.1. The Migration and Development concept

In the course of the last decade Italy has shown a strong interest at the international level to "facilitate emigrant remittances and their use for development purposes participating actively, for example, in the Leading Group on Innovative Financing for Development".<sup>164</sup>

Since the *Sea Island G8 Summit (2004)* Italy has tried to pursue and to put into practice declarations adopted on remittances. In 2004, the Italian Ministry of Economy and Finance in cooperation with the Ministry of Foreign

Affairs, the Bank of Italy, and the Ufficio Italiano Cambi, issued an Italian Action Plan on remittances to pool immigrants' remittances into official financial channels. It addressed statistical issues and encouraged the use of remittances as a tool for economic growth and development in countries of origin.<sup>165</sup> In 2009, together with the World Bank, Italy launched the 'Global Remittances Working Group', which is open to all countries and stakeholders interested in advancing the discourse on this matter. In 2009, while hosting the G8 in L'Aquila, Italy promoted and signed a document to

<sup>164</sup> Ministry of Foreign Affairs, *Italian Development Cooperation, 2010 – 2012: Programming guidelines and directions*, 2010, p. 7, viewed on 14 September 2012, [http://www.cooperazioneallosviluppo.esteri.it/pdgcs/documentazione/PubblicazioniTrattati/2010-01-01\\_LineeGuida20102012Eng.pdf](http://www.cooperazioneallosviluppo.esteri.it/pdgcs/documentazione/PubblicazioniTrattati/2010-01-01_LineeGuida20102012Eng.pdf).

<sup>165</sup> Ministry of Economy and Finance, *Italian Action Plan on Remittances*, 2004, viewed on 14 September 2012, <http://www.albania.iom.int/Remittance/Materiale/Docs/Italian-Action-Plan-on-Remittances.pdf>.

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quantify the reduction of remittance costs by up to 5% in 5 years (Objective '5x5').<sup>166</sup> This initiative launched within the G8 is now part of the G20 agenda.

However, a policy document focusing on the link between poverty reduction and migration does not exist in Italy, and migration is not considered a priority for Italy's development cooperation.

*Italy's references to the M&D nexus are generally referred to as co-development initiatives undertaken by diasporas in Italy contributing to development in their countries of origin, for example, by supporting the creation of small businesses, etc. OIM-MIDA programmes in Italy have been developed with this focus in mind.*

Since the discourse around migration has been centred on issues of security and control of migration flows in Italy, it is not surprising that the notion and practice of co-development has been gaining interest over the past decade. It has increasingly been understood as a way to prevent immigration and to promote voluntary returns. Research conducted within pilot initiatives and through field experience has shown that return, whether explicit or implicit, is not part of successful co-development initiatives, which was the case of co-development schemes launched prior to 2000 in France. Therefore 'return' no longer features as a pre-condition for the implementation of such programmes. Instead, it is substituted with such concepts as 'temporary and circular migration', which requires further policy

development. In the last years, due to the economic crisis, migrants have been more likely to return, especially towards those countries of origin where certain favourable conditions and opportunities are in place.

In 2012 a position paper called 'Role of diasporas and migrant communities in development cooperation: beyond remittances', which includes recommendations and the way forward on diaspora's involvement in development, was presented at the 'Forum on International Cooperation'.<sup>167</sup> It was organised in Milan in early 2012 by the newly appointed Ministry on Development Cooperation and Integration.<sup>168</sup> The Forum was preceded by consultations that started in June 2012 and which engaged relevant stakeholders on various issues, including 'diaspora for development'. A working group was created specifically for this issue, which included NGOs, think tanks, migrant associations, trade unions, local authorities, experts, etc. The resulting position paper defines co-development as part of a "strategy of real cosmopolitanism that may benefit everyone, with positive impacts also for countries of residence by means of peer-to-peer cooperation".

Two trends are note-worthy within the Italian context:

1. There is consistent interest and commitment for M&D as it has been taken up by several local public institutions in different regional contexts. Italian regional (regions, provinces, municipalities) migration legislation explicitly links immigration and development;<sup>169</sup>

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**166** For more information see [http://www.esteri.it/MAE/IT/Politica\\_Estera/Economia/Cooperaz\\_Econom/Rimesse/](http://www.esteri.it/MAE/IT/Politica_Estera/Economia/Cooperaz_Econom/Rimesse/).

**167** For the full report see <http://www.forumcooperazione.it/events/2012/Documenti%20Gruppi/Gruppo%20-%20-%20Documento%20di%20sintesi.pdf>.

**168** For more information see <http://www.cooperazioneallosviluppo.esteri.it/pdgcs/italiano/speciali/ForumCooperazione/Intro.htm>; <http://www.forumcooperazione.it/home.aspx>, viewed on 4 April 2013.

**169** IOM, *Migration and Development: Achieving Policy Coherence*, 2008, viewed on 10 September 2012, [http://publications.iom.int/bookstore/free/MRS\\_34.pdf](http://publications.iom.int/bookstore/free/MRS_34.pdf).

2. The creation of a Ministry for International Cooperation and Integration in the year 2012.

#### 4.5.2. Institutional framework and policy coherence for Migration and Development

As mentioned above, an explicit policy on M&D does not exist in Italy. However, several ministries implement M&D initiatives.<sup>170</sup>

The *Ministry of Foreign Affairs (MFA)* and in particular the Directorate General for Development Cooperation has funded and implemented multilateral pilot programmes on M&D, most notably IOM MIDA programmes since 2003.<sup>171</sup> However there has been a decrease in funding allocations over the past years and some planned programmes lack the resources for a second phase (i.e. MIDLA II programme).

The *Ministry of Interior* has a mandate specifically for immigration and integration issues, which includes refugees and asylum seekers.<sup>172</sup> Although initiatives with a focus on M&D do not exist, the Ministry of Interior, through the European Integration Fund, funds a programme on migrants' financial inclusion (2011-2014), which addresses the issue of remittances.

The *Ministry of Labour and Social Policies (MLSP)* also has a mandate for the integration of migrants. It is the lead agency managing the

Italian Integration Portal, a project co-funded by the European Fund for the integration of third country nationals. The portal provides a map of services offered throughout the country by an array of public and private actors involved in integration. The aim is to promote migrants' access to these services as a precondition for their integration into Italian society. Services include Italian language courses, employment, housing, essential services, services for minors and second generation migrants and intercultural mediation. The service, which involves regions and local administrations as partners, allows the funding of initiatives that can be considered M&D policy measures, such as training of potential migrants in countries of origin before departing. Attempts have been made to discuss mobility and development within the scope of their mandate. The MLSP has been negotiating and will continue to negotiate or re-negotiate bilateral agreements for the management of labour migration flows with several countries (i.e. Albania, Egypt, Moldova, Morocco, Sri Lanka and Tunisia).<sup>173</sup>

In 2012 a new *Ministry for International Cooperation and Integration* was created under the government led by Mario Monti. It is in charge of coordinating and providing guidelines for all activities undertaken by those ministries that are working on development aid, in particular with the MFA as they share a mandate on integration issues.

**170** For the preparation of this chapter the following sources have also been consulted: EMN, *Italy: Annual Policy Report 2009, 2009a*, viewed on 10 September 2012, <http://emn.intrasoft-intl.com/Downloads/download.do;jsessionid=C1138F982787946684C62E850CD93DA4?fileID=1006>; EMN, *Programmes and strategies in Italy fostering assisted return and re-integration in third countries, 2009b*, viewed on 7 September 2012, <http://emn.intrasoft-intl.com/Downloads/download.do;jsessionid=C1138F982787946684C62E850CD93DA4?fileID=929>; EMN, *Italy: Annual Policy Report 2010, 2010a*, viewed on 7 September 2012, <http://emn.intrasoft-intl.com/Downloads/download.do;jsessionid=C1138F982787946684C62E850CD93DA4?fileID=1365>; EMN, *Temporary and circular migration: Empirical evidence, current policy practice and future options in Italy, 2010b*, viewed on 7 September 2012 <http://emn.intrasoft-intl.com/Downloads/download.do;jsessionid=C1138F982787946684C62E850CD93DA4?fileID=1164>; EMN, *Italy: Annual Policy Report 2011, 2011a*, viewed on 10 September 2012, <http://emn.intrasoft-intl.com/Downloads/download.do;jsessionid=C1138F982787946684C62E850CD93DA4?fileID=2969>.

**171** For a full list and details see <http://www.cooperazioneallosviluppo.esteri.it/pdgcs/italiano/iniziativa/World.asp?idx=20>

**172** For further information see [http://www.interno.gov.it/mininterno/export/sites/default/it/temi/immigrazione/english\\_version/](http://www.interno.gov.it/mininterno/export/sites/default/it/temi/immigrazione/english_version/)

**173** For further information see [http://www.lavoro.gov.it/Lavoro/md/AreaSociale/Immigrazione/flussi\\_migratori/](http://www.lavoro.gov.it/Lavoro/md/AreaSociale/Immigrazione/flussi_migratori/)

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As in many EU countries, a coordination problem exists among the institutions, hampering policy coherence. An inter-institutional working group on development cooperation has, however, recently been re-vitalised. It is currently chaired by the Ministry of International Cooperation and Integration and all central and local institutions plus NGOs, federations, etc., participate in it. A *focal point on M&D* has also been appointed within the MFA/Development cooperation. The person is responsible for coordinating all inputs from the different ministries (MFA, Interior, Labour) to international meetings and fora on M&D (for example, the Rabat Process and the GFMD).

Like other EU Member States, Italy has made political and legal commitments to promote Policy Coherence for Development (PCD), especially within EU Treaties and EU policy documents. However, policy coherence on issues of migration is politically sensitive in Italy as it clashes with policies dealing with security and border management, which are high on the political agenda.

A positive result for policy coherence was reached in 2012 when the stamp duty on remittances was abolished. Introduced under Berlusconi's government, the government in place at the time of writing, and in particular the Ministry of Cooperation and Integration, Andrea Riccardi, together with the Ministry of Foreign Affairs, the Ministry of Finance, and other stakeholders managed to remove this additional tax burden in May 2012 in order to be consistent with Italy's commitment to reduce the costs of remittances by 5% in five years (launched within the G8 in 2009). The

Italian representative of the Global Remittance Working Group, chaired by the Ministry of Foreign Affairs, pursues measures to promote the coordination and coherence on this issue including a broad range of stakeholders: the MFA, Ministry of Economy and Finance, Banca d'Italia, OMO, CeSPI, etc. Other coordination mechanisms have been developed within specific projects/initiatives, e.g the creation of an Expert Working Group within the project funded by the Ministry of Interior (through EU funds) "Observatory on Financial Inclusion", as described below.<sup>174</sup>

*Several institutions at the local level – regions, provinces, municipalities – have shown a strong commitment to co-development* by implementing projects through their own, decentralized budget lines. Local engagement in co-development is proportional to the local authorities' willingness to be involved and fund decentralised cooperation initiatives, and to the presence of active migrant groups and communities and NGOs or other stakeholders working on the M&D nexus within their territories. A few regions and cities in the north (Piemonte, Veneto, Emilia Romagna, and the Province of Trento, and cities such as Turin, Milan, Trento, Parma) and in the centre (i.e. Tuscany) meet these criteria.

A permanent forum between state and regions has existed since 1986 where local politicians from different regions can meet and participate in thematic roundtables to exchange their views on migration and co-development policies.<sup>175</sup> Although this mechanism exists, coordination and cooperation between

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**174** CeSPI, *Primo Report, Osservatorio Nazionale sull'Inclusione Finanziaria dei Migranti in Italia, Ministero Dell'Interno e EU*, Rome, 2012, viewed on 5 October 2012, <http://www.cespi.it/INCLUSIONE%20finanziaria/PRIMO%20REPORT%20OSSERVATORIO.pdf>.

**175** Gallina, A., *Migration and Development Linkage in Italy: A decentralized cooperation approach*, 2007, viewed on 10 September 2012, [http://papers.ssrn.com/sol3/papers.cfm?abstract\\_id=1314586](http://papers.ssrn.com/sol3/papers.cfm?abstract_id=1314586).

**176** Gallina, 2007, op. cit.; IOM, 2008, op. cit.

regional departments, regions and the central government could be improved.<sup>176</sup>

#### 4.5.3. Operationalising migration and development policy

Italy's development cooperation budget has been shrinking over the last decade. As a result, Italy's largest M&D programmes, namely the MIDA programmes implemented by IOM, have not received additional funding. The average budget for the (few) M&D programmes for the years 2009, 2010, and 2011 was around EUR 800 000 per programme. The overall ODA was around EUR 3 billion in 2011, which accounts for 0.2 percent of the GNI.<sup>177</sup>

In terms of geographic priorities, Italy's priority countries for M&D programmes are its immediate neighbours, as well as those countries from where migration flows are significant, such as Albania, North African countries (in particular Egypt and Morocco), Senegal, Ethiopia and Somalia, all of which are also priority countries for Italy's development cooperation.<sup>178</sup> Below are some recent M&D projects/programmes. For more examples, please see Annex III.iv.

The 'Plasepri - Plateforme d'appui au secteur privé et à la valorisation de la diaspora sénégalaise en Italie' between Italy and the Government of Senegal has been in place since 2008. The programme aims to build a financial and technical assistance platform that can contribute to developing the private sector in Italy by leveraging the economic potential of the Senegalese community in Italy, which is among the biggest diaspora from the African continent. The programme has since been revised as the

conditions to access the resources were hard to meet. It now runs for the period 2012-2014 with an endowment of EUR 20 million. It aims to support the private sector in Senegal by providing credit and thus job opportunities to prevent immigration.

In 2009, in the framework of the EU Aeneas project 'Facilitating a Coherent Migration Management Approach in Ghana, Nigeria, Senegal, and Libya by Promoting Legal Migration and Preventing Further Irregular Migration', managed by IOM and co-funded by the EU,<sup>179</sup> the Italian MLSP assisted the government of Ghana in reinforcing labour migration management. Through the creation of a Labour Migration Unit, housing a database for candidate migrant workers at the Labour Department of the Ministry of Employment and Social Welfare and a series of targeted training workshops, the foundation has been laid for the establishment of a job-matching scheme between Ghana and Italy.<sup>180</sup> A circular migration programme was launched in this context and a group of Ghanaian workers have been employed in Trento on a seasonal basis in the agricultural and tourism sectors from August to October 2011.

The 'Observatory on Financial Inclusion' is an innovative initiative funded by the Ministry of Interior (European Integration Fund) in collaboration with the Italian Bank Association (ABI) and managed by CeSPI for the period 2011-2014. The Observatory is a tool for analysis and constant monitoring of migrants' financial inclusion in Italy, considered a necessary condition for fostering migrants' integration processes. The Observatory serves institutions and

<sup>177</sup> OECD, *DAC statistics, 2010-2011*, viewed on 19 December 2012, <http://www.oecd.org/dac/aidstatistics/ITA.gif>.

<sup>178</sup> Ministero degli Affari Esteri, *La Cooperazione Italiana Allo Sviluppo Nel Triennio 2012-2014*, 2011, viewed on 5 December 2012, [http://www.cooperazioneallosviluppo.esteri.it/pdgcs/documentazione/PubblicazioniTrattati/2011-12-20\\_LineeGuida2012-2014.pdf](http://www.cooperazioneallosviluppo.esteri.it/pdgcs/documentazione/PubblicazioniTrattati/2011-12-20_LineeGuida2012-2014.pdf).

<sup>179</sup> 77% EU funds, at total 2,6 million Euro

<sup>180</sup> See <http://www.iom.int/cms/ghana> and <http://www.iom.int/cms/en/sites/iom/home/where-we-work/europa/european-economic-area/italy.html>.

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different stakeholders with the aim of offering an instrument of knowledge and interaction so that strategies can be located and defined in order to provide targeted support. Remittances are part of migrants' financial inclusion and thus this matter is also analysed.<sup>181</sup> In its first annual report, the Observatory has shed light on an interesting coordination mechanism: a group of experts, which includes the Ministries of Foreign Affairs, Cooperation and Integration, Interior and Labour, together with the principal stakeholders ABI, Post Office, ANIA and Unioncamere.

In recent years bank foundations have emerged as new donors in this context. In 2008 a three-year initiative for co-development with Senegal was launched by four bank foundations and based in four regions in northern and central Italy. 'Fondazione 4 Africa-Senegal-F4A'<sup>182</sup>, which runs from 2008 to 2013 with a budget of EUR 4.5 million, has targeted several initiatives both in Italy and in Senegal on the following themes: a) food, b) micro-finance and remittances, c) responsible tourism and d) capacity building of migrant associations in Italy. Various partners were involved: Italian NGOs working in Italy and in Senegal, migrant associations (both as partners and beneficiaries of capacity building actions), a think tank, and several local partners in Senegal.<sup>183</sup>

In addition, local and regional authorities use their own (limited) financial resources for decentralised cooperation that also touch on M&D programmes. It is worthwhile mentioning that the Municipality of Milano has been working on M&D through its programme 'Milan for Co-development' since 2007 (still ongoing). Within this programme, several activities have been implemented, such as capacity building and training programmes for migrant associations, various consultation and mobilisation seminars, and three calls for projects. The CfPs have funded 65 selected proposals in different countries from Eastern Europe (Ukraine, Bosnia, Albania and Moldova) to Africa (Morocco, Senegal, Cote d'Ivoire, Cameroon, Benin, Burkina Faso and Rwanda), Central and Latin America (Peru, Salvador, Ecuador, Argentina, Chile and Brazil) and very few in Asia (Sri Lanka and Pakistan).<sup>184</sup> The funds (EUR 4.150 million) included public money from the municipality, as well as EUR 3 million from several banks, bank foundations and financial institutions to support projects that could be presented at Expo 2015.<sup>185</sup>

The most notable results have been the empowerment of migrant associations that have gained new competences and access to the public sphere. The calls have requested that proposals be presented as partnerships between migrant associations and NGOs, and the last call

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**181** Chapter 4 of the First Report is on remittances. For the full report (in Italian) see <http://www.integrazionemigranti.gov.it/Documenti/Documents/Manuali-Studi/Inclusione%20Finanziaria%20dei%20Migranti%20in%20Italia%20-%20Primo%20Report.pdf>

**182** For further information see <http://www.fondazioni4africa.org/Fondazioni4Africa/page148a.do?link=oln91b.redirect&seu311a.oid.set=130>.

**183** Ceschi, S., (ed), *Processi migratori e percorsi di cooperazione: Analisi e riflessioni a partire da un'esperienza di co-sviluppo*, Roma, Carocci Editore, 2012.; Mezzetti, P. "Esperienze di capacity-building alla luce dell'iniziativa Fondazioni4Africa-Senegal", Chapter III, in Ceschi, S. (ed), *Processi migratori e percorsi di cooperazione: Analisi e riflessioni a partire da un'esperienza di co-sviluppo* Roma, Carocci Editore, 2012.

**184** For further information see [http://www.comune.milano.it/portale/wps/portal/CDM?WCM\\_GLOBAL\\_CONTEXT=/wps/wcm/connect/contentlibrary/Ho%20bisogno%20di/Ho%20bisogno%20di/Cooperazione%20decentralata\\_1%20progetti%20finanziati%20dal%20Comune&catelg=com.ibm.workplace.wcm.api.WCM\\_Category/IT\\_CAT\\_Bisogni\\_55\\_01/8d4550004878d77fb298bb7891963373/PUBLISHED&catelg=IT\\_CAT\\_Bisogni\\_55\\_01&type=content](http://www.comune.milano.it/portale/wps/portal/CDM?WCM_GLOBAL_CONTEXT=/wps/wcm/connect/contentlibrary/Ho%20bisogno%20di/Ho%20bisogno%20di/Cooperazione%20decentralata_1%20progetti%20finanziati%20dal%20Comune&catelg=com.ibm.workplace.wcm.api.WCM_Category/IT_CAT_Bisogni_55_01/8d4550004878d77fb298bb7891963373/PUBLISHED&catelg=IT_CAT_Bisogni_55_01&type=content)

**185** Mezzetti, P., A. Ferro, A., *Politiche municipali per il co-sviluppo. Esperienze europee a confronto e benchmarking del Bando sul co-sviluppo del Comune di Milano, 2007-2008*, October WP CeSPI 49/2008, viewed on 3 December 2012, <http://www.cespi.it/WP/WP-49%20Ferro-Mezzetti.pdf>.

required that the leading partner had to be a migrant association. This way NGOs had to take the backstage and support migrant association with learning-by-doing methods, teaching, exchanges/sessions on how to manage projects, and to rethink the division of labour within such projects. Co-development has in turn forced NGOs to think about initiatives in terms of “processes” rather than projects, and to formulate political positions over sensitive issues such as migration in Italy, where previously their work focused on third countries.

#### 4.5.4. Involvement in international fora on Migration and Development

Following dialogues on M&D are a priority for Italy:

1. Rabat Process;
2. Mediterranean Transit Migration (MTM) Dialogue<sup>186</sup>;
3. Budapest process;
4. Prague Process;

5. EU dialogues (EU-ACP, EU-LAC etc.);
6. GFMD.

Italy has been actively involved in the GFMD having chaired one roundtable and participated in government roundtable teams. The government has also provided financial resources for the organisation of the GFMD.

There have been bilateral agreements and new attempts to discuss mobility and development with some countries of origin (i.e. labour mobility agreements have been signed with Albania, Moldova, Egypt, and Morocco. Negotiations are ongoing with Tunisia).

Italy participates in the Leading Group on Innovative Financing for Development, which was a side event at the Rio+20 Conference. In these and other frameworks Italy will continue to push for progress and to facilitate the use of migrants’ remittances for development.

<sup>186</sup> Italy co-finances the i-Map and the ‘Strengthening African and Middle Eastern Diaspora Policy through South-South Exchange (AMEDIP)’ project

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EMN, *Italy: Annual Policy Report 2011, 2011a*, viewed on 10 September 2012, <http://emn.intrasoft-intl.com/Downloads/download.do;jsessionid=C1138F982787946684C62E850CD93DA4?fileID=2969>.

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Ministero degli Affari Esteri, *La Cooperazione Italiana Allo Sviluppo Nel Triennio 2012-2014, 2011*, viewed on 5 December 2012, [http://www.cooperazioneallosviluppo.esteri.it/pdgcgs/documentazione/PubblicazioniTrattati/2011-12-20\\_LineeGuida2012-2014.pdf](http://www.cooperazioneallosviluppo.esteri.it/pdgcgs/documentazione/PubblicazioniTrattati/2011-12-20_LineeGuida2012-2014.pdf).

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## 4.6. Netherlands

The Netherlands has an M&D policy framework in place since 2004. The current Dutch approach to M&D focused on six priorities: circular migration, involvement of migrant organisations, institutional development in migration management, interlinks between migration and development policy areas, remittances, and sustainable return and reintegration. Furthermore, one can notice a vibrant debate on migration and PCD in Dutch politics and society. Cooperation between ministries on specific M&D issues exists, although development concerns have not always been prioritised. The Netherlands have gathered considerable experience in implementing M&D projects having a strong interest in innovation and pilot projects. At the time of writing, emphasis was placed on sustainable reintegration and return as well as on providing support to partner countries for the reception of refugees. M&D projects are primarily funded in countries which are important for the Netherlands in terms of migration. In line with this approach, the Netherlands have increased the use of migration-related conditionality, which links development cooperation with partner countries to cooperation on return. The Netherlands follows various dialogues and regional processes on migration and participates actively in the GFMD.

### 4.6.1. The Migration and Development concept

The Dutch government issued a note on the *link between development and migration in 2004*.<sup>187</sup> It was among the first countries that intended to understand and react to the M&D phenomenon at this stage. The aim was to develop an integrated foreign policy which takes both migration and development policy into account. The note was framed by the objectives of the development and migration policy: On the one hand, poverty reduction, reducing wealth disparities, conflict management and protecting human rights, the interests and priorities of developing countries as points of reference for development cooperation, and on the other migration management, the prevention of irregular migration, and the Dutch and European absorption capacities as

points of reference for migration policy. This integrated policy was intended to promote a balance between developing countries' and Dutch interests and to address the lack of coherence between these two policy fields. The note declared that migration should play a bigger role in the relations between the Netherlands and those countries which received Dutch ODA as well as other countries of origin of migrants residing in the Netherlands.<sup>188</sup>

In 2008, a *second policy memorandum on M&D* was published, noting the importance of stepping up Dutch efforts as "we are convinced that there is more to be gained by stimulating mutually positive policy outcomes where migration meets development".<sup>189</sup> The memorandum, being more concrete than the one of 2004, set

<sup>187</sup> Ministries of Foreign Affairs and Justice, *Verbanden tussen ontwikkeling en migratie: Brief van de ministers voor ontwikkelingssamenwerking en voor vreemdelingenzaken en integratie*, 2004, viewed on 18 July 2012, <http://parlis.nl/kst78640>

<sup>188</sup> Ibid

<sup>189</sup> Ministries of Foreign Affairs and Justice, *Policy Memorandum: International Migration and Development 2008*, 2008, viewed on 15 July 2012, [www.sdc-migration.ch/en/Home/Library/document.php?itemID=6875&langID=1](http://www.sdc-migration.ch/en/Home/Library/document.php?itemID=6875&langID=1).

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out six key priorities, underpinned by a scientific analysis of migration and development trends and the links between them. The key priorities targeted areas in which the Netherlands could make a difference and promote innovation. The six key priorities were:

1. Focusing more on migration in the development dialogue and on development in the migration dialogue;
2. Fostering institutional development in migration management;
3. Promoting circular migration/brain gain;
4. Strengthening the involvement of migrant organisations;
5. Strengthening the link between remittances and development;
6. Encouraging sustainable return and reintegration.

The memorandum sought only to address overlaps between migration and development where mutually positive policy outcomes could be achieved. An external evaluation of activities implemented under the six policy priorities was sent to the Dutch Parliament in July 2012, as alluded to below.<sup>190</sup>

Both policy notes state that while the causal relationship between development and migration is not clear-cut, migration can, under certain conditions, contribute to the development of the country of origin as well as to the human development of the migrant. Whether the potential migration contains can be unlocked, partly depends on the political and economic conditions in the developing countries.<sup>191</sup>

The 2004 note differentiates between forced (fleeing from war, natural disasters or fear of persecution) and voluntary (emigration due to a lack of economic and social perspective) migration. The note further distinguishes between labour migration and skilled migration frequently followed by family reunification. It points out that the reason for migratory can change over time; i.e. a refugee can become a labour migrant, which is why the differentiation between forced and voluntary migration is perceived as blurry. The 2008 memorandum distinguishes between refugees (fearing persecution and entitled to international protection) and other categories of migrants. The note argues that it is important to keep the distinction between refugees and other migrants in mind, given the special status of refugees under international law.

In a presentation to the Global Migration Group in 2010, a representative of the Dutch government described *key premises of the Dutch M&D policy* as:<sup>192</sup>

1. Circular migration as a new approach to development cooperation that will bring added value to the home countries;
2. Failed asylum seekers returning to their country of origin supported by a in-kind reintegration package will have a meaningful impact on their communities;
3. Temporarily assigning migrants living in the Netherlands to the developing countries brings the appropriate expertise to these countries;
4. Migrant organisations mainstreamed into development cooperation generate additional thematic and country-specific knowledge.

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**190** Research voor Beleid, *Beleidsvaluatie van het Nederlandse Migratie- en Ontwikkelingsbeleid sinds 2008*, 2012, viewed on 15 July 2012, <http://www.merit.unu.edu/publications/uploads/1344262527.pdf>.

**191** Ministries of Foreign Affairs and Justice, 2004; 2008, op. cit.

**192** Ministry of Foreign Affairs, *Migration and Development: A perspective from the Netherlands. Global Migration Group Practitioners Symposium: "Overcoming barriers: Building partnerships for migration and human development" – 27/28 May 2010. Input paper by P.W.J. Gosselink, 2010*, viewed on 14 July 2012, [http://www.globalmigrationgroup.org/uploads/news/2010-symposium/GMG\\_symposium\\_A\\_Perspective\\_from\\_the\\_Netherlands.pdf](http://www.globalmigrationgroup.org/uploads/news/2010-symposium/GMG_symposium_A_Perspective_from_the_Netherlands.pdf).

In the presentation the representative argues that M&D can be seen as partly donor-driven as developing countries have tended not to include the positive impact of migration into national development planning and a “commitment from their side is thus required to achieve a more evenly matched agenda-setting in M&D programming”.<sup>193</sup>

In 2011, the government informed parliament that it intended to further develop further the M&D policy on the basis of the coalition agreement.<sup>194</sup> It stated that while the 2008 memorandum remains the guideline for policy, *future emphasis would be*, in line with the coalition agreement, *on return*. This also includes the return and reintegration of unaccompanied minors under the condition that local reception is available for them as well as supporting efforts to strengthen the capacities for protection and reception of refugees in their region of origin.<sup>195</sup>

In a policy note in 2011 on the development dimension of *global public goods (GPG)*, migration was included as a theme having GPG characteristics on the reason that migration calls for a joint approach and can benefit all parties involved, provided it is well regulated and takes account of the interests of all the countries involved and the rights of migrants themselves. The note confirms the priorities set out in the second policy memorandum

on M&D and the letter to parliament from 2011.<sup>196</sup> For migration it sets out the following goals and actions:

At the time of writing, it was planned to send a first report on the implementation of this policy note to parliament in early 2013, together with the new government’s plans to further implement its GPG agenda.

Like other EU Member States, the Dutch government has also made political and legal commitments to enhance Policy Coherence for Development (PCD) at EU level in respectively the EU Treaties and in EU policy documents, most notably in the context of the Global Approach to Migration and Mobility (GAMM). The Lisbon Treaty, which entered into force in December 2009, states that the Union “shall take account of the objectives of development cooperation in the policies that it implements which are likely to affect developing countries (Art. 208)”. More information on these EU policies can be found in the separate profile on the European Union.

#### 4.6.2. Institutional framework and policy coherence for Migration and Development

Roles and titles of ministers and ministries dealing with migration and development have changed over the years. At the time of writing<sup>197</sup>, within the Ministry of Foreign Affairs,

<sup>193</sup> Ibid.

<sup>194</sup> Government, *Coalition agreement*, 2010, viewed on 2 July 2012, <http://www.government.nl/government/cabinet/coalition-agreement>.

<sup>195</sup> Ministries of Foreign Affairs and the Interior and Kingdom Relations, *Letter to Parliament of 10 June 2011 on international migration and development*, 2011, viewed on 7 July 2012, [http://www.minbuza.nl/binaries/content/assets/minbuza/en/import/en/key\\_topics/development\\_cooperation/dutch\\_development\\_policy/migration\\_and\\_development\\_2011/parliamentary-letter-of-10-june-2011-presenting-the-new-emphasis-of-migration-and-development-policy](http://www.minbuza.nl/binaries/content/assets/minbuza/en/import/en/key_topics/development_cooperation/dutch_development_policy/migration_and_development_2011/parliamentary-letter-of-10-june-2011-presenting-the-new-emphasis-of-migration-and-development-policy).

<sup>196</sup> Ministry of Foreign Affairs, *The Development Dimension of Priority Global Public Goods (GPGs) – a practical agenda*. (Beleidsnotitie – de ontwikkelingsdimensie van prioritaire internationale publieke goederen, 2011, viewed on 29 July 2012, [www.rijksoverheid.nl/bestanden/documenten-en-publicaties/notas/2011/11/04/beleidsnotitie-de-ontwikkelingsdimensie-van-prioritaire-internationale-publieke-goederen/beleidsnotitie-de-ontwikkelingsdimensie-van-prioritaire-internationale-publieke-goederen.pdf](http://www.rijksoverheid.nl/bestanden/documenten-en-publicaties/notas/2011/11/04/beleidsnotitie-de-ontwikkelingsdimensie-van-prioritaire-internationale-publieke-goederen/beleidsnotitie-de-ontwikkelingsdimensie-van-prioritaire-internationale-publieke-goederen.pdf)).

<sup>197</sup> The research for the Netherlands was carried out between May-September 2012. A new government was elected on 12 September 2012.

the State Secretary for European Affairs and International Cooperation was responsible for Dutch development cooperation. Within the Ministry of Foreign Affairs, the Department on Consular Affairs and Migration Policy under the Directorate General for International Affairs had a Division on International Migration and Development.. This division was responsible for the development dimension of migration and the migration dimension of development. Within the Ministry of the Interior and Kingdom Relations, the Minister for Immigration, Integration and Asylum was responsible for migration policy. The Migra-

tion Policy Department under the Directorate General Immigration's was responsible for the Dutch immigration and return policy. On cross-cutting migration related issues, e.g. circular migration, additional ministries might have a say, as in this case the Ministry of Social Affairs and Employment is involved.

Funding for M&D programmes originates from the Ministry of Foreign Affairs' ODA budget. The Ministry is also solely responsible for monitoring these funds. The implementation of these programmes is 'outsourced' to international organisations, NGOs and universities.

**Table 3:** Migration and development priorities, the Netherlands

<b>Goal (general)</b>	<b>Indicator (general)</b>
Strengthen the positive impact of migration on development.	Further reduction in the costs of transferring remittances.
Improved cooperation with important countries of origin to combat irregular migration and facilitate return, legal migration and movement of persons.	Agreements with countries of origin on broad cooperation on migration, including return Projects in important countries of first asylum to boost protection and self-reliance of refugees.
Integrated approach in which migration is embedded in the broader foreign policy of the Netherlands, countries of origin and other relevant countries.	More support in EU and international forums (GFMD, IOM, UN) for a link between migration and development.
<b>Action by the Netherlands</b>	<b>Indicator (general)</b>
Agreements on migration with major return countries, including development component	Migration concerns addressed in agreements with countries of origin. More voluntary departures by migrants not admitted to the Netherlands through successful reintegration in countries of origin. Temporary access and residence for highly skilled labour migrants with the knowledge and skills required in specific segments of the Dutch labour market.
Migration addressed in multi-annual plans on countries of origin and poverty reduction.	MASPs
Strengthen asylum systems and self-reliance of refugees in the regions of origin	Support for migration management in developing countries, including protection of refugees.
Support migrants involved in development activities in countries of origin	Developing countries supported in their policies to involve the diaspora in development aid projects Further reduction in the costs of transferring remittances from the Netherlands

Inter-ministerial meetings take place in the context of specific projects which are implemented in cooperation with other ministries and funded by the Ministry of Foreign Affairs, e.g. projects on return and reintegration (in cooperation with Ministry of Interior); the pilot project blue birds on circular migration (in cooperation with the Ministry of Interior as well as the Ministry of Social Affairs and Labour – see section 4 of this chapter).

Return has been identified as a crucial element for the Dutch government at the time of writing and the strong influence of the Ministry of Interior can be noticed on the policy agenda of the Ministry of Foreign Affairs, although the MFA agenda is much broader than return as it derives from the agendas of the respective country of origin.

In September 2011, the government held a debate on the position on M&D based on a letter sent to Parliament in June 2011<sup>198</sup> and was criticised for a number of PCD-related issues.<sup>199</sup> Both the State Secretary for Development and the Minister for Immigration were present at the debate. During her opening of the debate, MP Kathleen Ferrier criticised the government's policy, because it was called an integrated approach but was actually focused on asylum and return and not development, missing the balance and coherence and the acknowledgement of the triple win.<sup>200</sup> Key PCD issues emerged from the debate:

- *The 'strategic country approach'*: The Netherlands have made a choice to re-

duce development partner countries to 15 to make development cooperation more professional, effective and concentrated. The government has decided that when it comes to M&D, this country selection (primarily based on countries' needs and the Dutch added value) does not apply. Regarding M&D funding, priority is given to countries important for the Netherlands in terms of migration: this is not a needs-based approach.

- *Conditionality*: The government is aiming to build wider cooperative relationships with countries where it is hoping for better cooperation on return. Countries that cooperate can expect support in wider migration issues, but if they do not, or insufficiently, this may have consequences for bilateral cooperation.<sup>201</sup> The government is embracing the concept of conditionality. Reducing development cooperation on the basis of a lack of cooperation on return is likely to harm the population more than the recipient government and could lead to an increase in emigration. The concept was first applied in September 2012 when the Netherlands' government decided to cut EUR 10 million of ODA to Ghana for lack of cooperation in the field of migration.
- *OECD ODA criteria*: a few Members of Parliament questioned the use of ODA for the return of migrants who are not refugees and asylum-seekers and the use of ODA to support migration management within the country (e.g. in Ghana). They argued that the government was stretching the ODA criteria and was using ODA to prevent migration which did not fall under development cooperation.<sup>202</sup>

<sup>198</sup> Ministry of Foreign Affairs and the Interior, 2011, op. cit.

<sup>199</sup> See Ministries of Foreign Affairs and the Interior 2011, op. cit.; Tweede Kamer, *Migratiebeleid: verslag van een algemeen overleg*, 28 September 2011, 2011, viewed on 25 July 2012, <http://www.fairpolitics.nl/doc/overig/AO%20migratie%20en%20ontwikkeling.pdf>.

<sup>200</sup> Ibid.

<sup>201</sup> Ministries of Foreign Affairs and the Interior 2011, op. cit.

<sup>202</sup> Tweede Kamer, 2011, op. cit.

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In 2008, IOM published an evaluation on policy coherence which also covered the Netherlands. It found that the Netherlands' efforts to foster greater institutional coherence (e.g. by adopting the 2004 policy statement and increasing analytical capacity) led to greater policy coherence than in countries that had not made such efforts, and it had been successful in bringing migration and development issues onto the wider government agenda. At the same time, the evaluation found that progress remained limited due to contrasting objectives of departments dealing with migration and development. The evaluation generally found that since migration policy is high on the domestic agenda development tends to be a secondary priority.<sup>203</sup>

Specifically assessing the effects of the 2004 note the evaluation found that it:

1. Played an important role in stimulating debate on migration and development at the European level;
2. Provided the basis for action by different parts of government by helping to identify areas of coherence/incoherence and raising awareness of the issue;
3. Led to the establishment of cross-departmental groups, e.g. national consultative mechanism involving development and migration ministries as well as migrant/diaspora representatives; policy coherence unit between the ministries of development cooperation and justice;
4. Provided the basis for advocacy and dialogue between government and civil society.

The failed 'Blue Birds' pilot (see section 4 of this chapter) may provide an interesting case

to analyse governmental institutional organisation and PCD. Reporting on the cooperation between various ministries, the HIT foundation found that only the Ministry of Foreign Affairs took an actual interest in the pilot project, whereas the Ministry of Social Affairs took the position that it was not necessary to experiment with labour migration from outside the EU. The Ministry of the Interior's main interest was that migrants would not overstay the time of residence as stated in their visa, and the Ministry of Economic Affairs did not see a role for itself in actively promoting the pilot.<sup>204</sup> According to interviews, the political agenda on labour migration to the Netherlands is dominated by the perspective of the Ministry of Social Affairs and Labour, which has the position that priority should be given to EU labour migrants, and if there are none available, that only highly skilled migrants should be recruited from countries outside the EU. However, the discussion between ministries and in Parliament on these issues was ongoing at the time of writing.

In view of EU approach on migration and development, the Netherlands has the opinion that the EU should seek cooperation with main countries of origin. Hence the Netherlands is positive about the model of 'mobility partnerships'; promoting inclusion of migration in cooperation and poverty alleviation plans of countries of origin; strengthening of asylum systems and self-reliance of refugees in the region of origin and support to migrants for development initiatives in countries of origin. The Netherlands takes part in three EU mobility partnerships and is positive about these tools, but of the opinion that they should be evaluated. The Netherlands also supports linking

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**203** IOM, 2008, op. cit.,

**204** HIT foundation, *Blue birds pilot circular migration : Towards sensible labour migration policies – lessons learnt and recommendations*, 2011, viewed on 5 August 2012, [http://hitfoundation.eu/docs/111110\\_Pilot%20Circular%20Migration\\_Lessons\\_and\\_recommendations.pdf](http://hitfoundation.eu/docs/111110_Pilot%20Circular%20Migration_Lessons_and_recommendations.pdf).

migration policy where possible closer to other areas, such as foreign affairs and development policy.<sup>205</sup>

#### 4.6.3. Operationalising the Migration and Development policy

In 2008 and 2009, the migration and development programme had a budget of 9 million Euro per year from the Ministry of Foreign Affairs's ODA budget. In 2009, migration and development thus made up 0.1% of overall Dutch ODA (4.6 billion Euro according to the OECD).

In 2010, 9 million Euro were made available for M&D activities and an additional 4 million Euro earmarked for the return and sustainable reintegration of former asylum seekers. Overall, Dutch ODA in 2010 added up to 4.8 billion Euro, of which funding for M&D was 0.2%. In 2011, another 9 million Euro were earmarked for migration and development. The budget in

2012 accounted again for 9 million with 4 million earmarked; a figure that is also projected for 2013. The table below shows the distribution of funding according to the six policy priorities set out in the 2008 memorandum for the period 2009-2011.

At the time of writing, the countries eligible for M&D project funding were the 40 development cooperation partner countries. In 2008, three additional countries (Morocco, Iraq and Angola) were added as they were considered to be significant from a Dutch migration perspective.

The government decided to reduce the list of partner countries to 15, but an exception was made for the development budget for international M&D projects. The budget designated to M&D projects was opened up to all countries that are eligible for development aid according to the OECD. Priority is given to activities related

**Table 4: M&D spending 2009-2011 in the Netherlands<sup>206</sup>**

Expenditures (EUR million) per policy priority	2009	2010	2011	Total 2009-2011
Focusing more on migration in the development dialogue and on development in the migration dialogue	0.2	1	0.05	1.25
Fostering institutional development in migration management	2.3	0.2	2.1	4.6
Promoting circular migration/brain gain	1.1	0.7	1.4	3.2
Strengthening the involvement of migrant organisations	1.2	0.6	0.3	2.1
Strengthening the link between remittances and development	0.1	-	0.35	0.45
Encouraging sustainable return and reintegration	4.1	3.3	4.5	11.9
Total	9	5.8	8.7	23.5

Source: *Research voor Beleid* (2012)

<sup>205</sup> Ministry of Foreign Affairs, *EU Voortgangsrapport Beleidscoherentie voor Ontwikkeling 2011, 2012a*, viewed on 7 August 2012, [www.rijksoverheid.nl/bestanden/documenten-en-publicaties/kamerstukken/2012/04/13/kamerbrief-met-eu-voortgangsrapportage-beleidscoherentie-voor-ontwikkeling-2011/kamerbrief-met-eu-voortgangsrapportage-beleidscoherentie-voor-ontwikkeling-2011.pdf](http://www.rijksoverheid.nl/bestanden/documenten-en-publicaties/kamerstukken/2012/04/13/kamerbrief-met-eu-voortgangsrapportage-beleidscoherentie-voor-ontwikkeling-2011/kamerbrief-met-eu-voortgangsrapportage-beleidscoherentie-voor-ontwikkeling-2011.pdf)

<sup>206</sup> *Research voor Beleid*, 2012, op. cit.

**Table 5:** Dutch partner countries on M&D

Return	Care and reintegration of returning unaccompanied aliens under 18 (AMVs) <sup>208</sup>	Reception and protection in the region
Algeria	Afghanistan	Djibouti
Angola	Angola	Ethiopia
Armenia	Belarus	Iran
Burundi	DRC	Yemen
China	Eritrea	Jordan
Egypt	Guinea Conakry	Kenya
Ghana	Iraq	Pakistan
Guinea Conakry	Nigeria	Somalia (Somaliland/Puntland)
India	Sierra Leone	Syria
Iraq		
Iran		
Morocco		
Nigeria		
Sierra Leone		
Sri Lanka		
Sudan		
Suriname		
Turkey		

Source: Ministries of Foreign Affairs and the Interior, April 2011

to countries which are important for the Netherlands in terms of migration, and with which the Netherlands wishes to build up a broader, more sustainable relationship on M&D.<sup>207</sup> The ministries have categorised countries according to the Dutch priorities of return.

Since 2004, and sporadically also before, the Netherlands have funded a large range of M&D

projects in its M&D policy priority areas (see Annex III.v.).<sup>209</sup> Between 2008 and 2012, the Netherlands funded approximately 40 different activities. A selection of projects presented in this section is primarily based on the government's own presentation of M&D programmes to Parliament in 2011.<sup>210</sup> The first M&D policy priority area is not addressed in this overview as it largely covers the Dutch contribution to the

<sup>207</sup> Ministries of Foreign Affairs the Interior, 2011, op. cit.

<sup>208</sup> Applies to failed asylum seekers and illegal aliens. Under OECD criteria, only asylum seekers and refugees qualify for ODA-funded assistance with voluntary return. In italics = Country included on the new list of partner countries proposed in the policy letter to parliament of March 2011. The Netherlands' current aid relationship with Egypt, Suriname, Pakistan and the DRC is being phased out.

<sup>209</sup> Some programme descriptions in this section are adapted from Ministries of Foreign Affairs and the Interior (2011).

<sup>210</sup> Ministries of Foreign Affairs and the Interior, 2011, op. cit.; Due to space constraints, in-depth information on EU programmes co-funded by the Netherlands cannot be included here. Key programmes at EU level can be found in the EU mapping. The Dutch government has also funded a number of Dutch NGOs who have implemented projects related to migration and development (e.g. Oxfam Novib) which could also not be mentioned here.



debate at the international level (addressed in the fourth section of this chapter).

In 2012, an external evaluation of the programmes conducted since 2008 was carried out.<sup>211</sup> The evaluators deemed it impossible to identify the impacts of implemented activities and focused on concrete results instead. It was argued that impacts can only be measured in the longer term and that there was a lack of concrete operationalised impact-indicators defined at the beginning of activities. Objectives were also found to be formulated too broadly to provide a solid basis for an assessment. The findings, conclusions and recommendations of the evaluation have informed decisions made by the Ministry on its future migration and development interventions.<sup>212</sup>

The Netherlands has co-financed a number of projects to assist developing countries in developing and implementing their own migration policy. Most were multi-annual projects geared to data collection and strengthening policy and regulations (migration management in Cape Verde, return to and reintegration in Georgia, and an interactive map on migration (i-Map) to support the Mediterranean Transit Migration Dialogue), border management (combating document fraud in Ghana and a regional training institute for the border police in Tanzania) and strengthening reception and protection

of refugees (local integration in Tanzania and Yemen and setting up an asylum system in Mauretania).<sup>213</sup> The evaluation, led by Research voor Beleid<sup>214</sup>, found that, in general, the activities implemented under this priority largely achieved their intended results.

In early 2010, the HIT foundation started with the implementation of a *circular migration*<sup>215</sup> pilot project called 'Blue Birds' to assess whether circular migration can achieve the 'triple win' of a) development of the migrants involved, b) development of the country of origin and c) positive effects for the Netherlands, particularly for the employer. Dutch businesses could employ up to 80 Indonesians and South Africans for up to two years in professions where labour shortages exist, excluding the health sector who completed their vocational training at secondary school level. After this period, migrants may use the knowledge gained in the Netherlands in their countries of origin. The official steering committee of the pilot consisted of the Ministries of Foreign Affairs, Social Affairs & Employment and Interior & Kingdom Relations. The project was terminated in June 2011.<sup>216</sup>

An independent evaluation carried out by the Maastricht School of Governance<sup>217</sup> found ten main issues that led to the failure of the project:

**211** Research and Beleid, 2012, op. cit.

**212** Besluit van de Minister van Buitenlandse Handel en Ontwikkelingssamenwerking van 9 november 2012, nr. DCM/MA-154/2012, tot vaststelling van beleidsregels alsmede een subsidieplafond voor subsidiëring op grond van de Subsidieregeling Ministerie van Buitenlandse Zaken 2006 (beleidsregels en subsidieplafond Migratie en Ontwikkelingsprogramma 2013)

**213** Ministries of Foreign Affairs and the Interior, 2011, op. cit.

**214** Research and Beleid, 2012, op. cit.

**215** Academics have argued that this is a temporary rather than a circular migration project but the official Dutch definition of circular migration is 'migration in which the migrant successively spends a relatively long time in various countries, including his or her country of origin', see Ministry of Foreign Affairs and the Interior (Ministerie van Buitenlandse Zaken), *Beleidsnotitie Internationale Migratie en Ontwikkeling* 2008. Den Haag: Ministerie van Buitenlandse Zaken, 2008.

**216** Ministries of Foreign Affairs and the Interior, 2011, op. cit.

**217** Maastricht School of Governance, *Evaluation of the blue birds circular migration project in the Netherlands, 2012*, viewed on 3 September 2013, <http://www.merit.unu.edu/publications/uploads/1344262652.pdf>

1. The *lack of flexibility* in the project at several different levels made it difficult for the pilot project to adapt to the actual situation;
2. Lacking flexibility in *the time frame, skill level and type of jobs* was a main concern for employers;
3. A key difficulty was the *ambiguity in framework rules* leading to different interpretations;
4. The *financial crisis* made acquisitions, matching and the political environment more difficult;
5. The *political climate* played an important role with regard to the acceptance and political support for the project, which decreased over the duration of the pilot project;
6. There was a need to have access to *employers* at the right level and the right contacts with industry as well as with a larger network;
7. *Multiple steering groups/advisory boards* made communication about different aspects of the project more difficult, particularly concerning the resolution of problems;
8. *Communication* was perceived to be an obstacle to efficiency;
9. The *approach to acquisition* seemed to be neither effective nor efficient. It was perceived that more focus and a clearer planned strategy would have been helpful;
10. The *choice of countries* made the project less flexible and prejudices emerged from employers for people from Indonesia.

To promote circular migration, IOM implemented a project on the temporary return of qualified nationals (TRQN), finalized in 2011.

For each participating country (Afghanistan, Bosnia-Herzegovina, Ethiopia, Georgia, Sierra Leone and Sudan) a limited number of priority sectors was identified, in consultation with various government parties. Some ‘virtual postings’ to Afghanistan and Sudan also took place that migrants can share their knowledge via the Internet.<sup>218</sup> Research voor Beleid<sup>219</sup> found that TRQN was highly successful and achieved its results. More specifically, the evaluation found that countries of origin benefitted as migrants returned to work and thus making positive contributions in terms of brain gain. The government prematurely terminated the *Sustainable Return Foundation* (Stichting Duurzame Terugkeer) pilot project in 2011 (launched in March 2010) after an interim evaluation concluded that the initiative had not resulted in extra return, and thus failed to meet expectations. The Sustainable Return Foundation consisted of ten organisations providing in-kind support for returnees, such as help in setting up a business, training and courses, and assistance in finding housing. The interim evaluation emphasised that returnees considered the in-kind support to be less attractive than the financial support offered by the Return and Reintegration Scheme.<sup>220</sup> A combination of in-kind and financial of support was recommended. This recommendation was taken up.

Under the theme sustainable return and reintegration, the government at the time of writing also included projects (like the UNHCR/UNDP transitional solutions initiative) *in regions of origin which strengthen the protection for refugees* who never reached the Netherlands. These projects are implemented in countries and regions with a substantial flow of migrants to the Netherlands. These projects aim to

<sup>218</sup> Ministries of Foreign Affairs and the Interior, 2011, op. cit.

<sup>219</sup> Research and Beleid, 2012, op. cit.

<sup>220</sup> Ministries of Foreign Affairs and the Interior, 2011, op. cit.

make refugees economically independent and strengthen the local infrastructure and assisting the local government and NGOs, who in turn increase the protection of refugees and/or contribute to their self-sufficiency, and emergency aid. The Netherlands has also financed two reception facilities for unaccompanied minors in Angola and the Democratic Republic of Congo, offering shelter, training and mediation in finding suitable work, and is aiming to fund more of these facilities.

A study carried out by the European Migration Network on assisted return and reintegration found that foreign nationals who have lived an active life in the host country, e.g. who have been employed, had their own accommodation and social networks, are better able to build up a new life than persons who, at the time of their residence abroad, were rather dependent.<sup>221</sup> In addition, persons who are aware that their residence in the host country is temporary are more effective in maintaining their social network in the country of origin, which allows for an easier reintegration upon return.

Two research projects on migration and development received M&D funding at the time of writing: the IS Academy's programme 'Migration and Development: A World in Motion' (2009 to 2014) which aims to strengthen the relationship between research and policy implemented by Maastricht University; and the 'The Hague Process on Refugees and Migration' (THP) which is conducting a study on the direction and nature of future global and regional migratory flows and their effect on countries of destination in Europe and countries of origin in Africa, Asia and the Middle East. With support

from the government, the Maastricht University will offer a Migration Management Degree Programme as of April 2013. 10 scholarships are offered for developing country nationals working in migration and asylum.

On the basis of their findings, the 2012 evaluation of the programmes conducted since 2008 made the following recommendations for future policy:<sup>222</sup>

1. *Subsidy criteria and process*: Criteria, as stipulated in the Dutch grant (subsidy) decision and the subsidy framework for migration and development, are relatively broad. It could be considered to define these criteria more explicitly, as is currently done with regard to sustainable return. This offers more concrete tools for an in-depth policy assessment of project proposals, which makes a more critical appraisal possible.
2. *Establishing an evidence base on the contribution of migration and development policy to development*: It is recommended to establish more solid evidence base on the contribution of migration and development policy to development, and to explicitly incorporate this into policymaking. Furthermore, evaluations should be a standard practice included in all projects.
3. *Integration of policy priorities*: Several activities, especially those involving migrant organisations, show strong overlaps with other policy priorities. It would be beneficial to strive for further integration of different policy priorities in the future.
4. *Circular migration*: It would be beneficial to focus more on circular migration in the

<sup>221</sup> EMN, *Programmes and Strategies in The Netherlands: Fostering Assisted Return to and Re-integration in Third Countries*, 2009, viewed on 1 September 2012, <http://emn.intrasoft-intl.com/Downloads/download.do;jsessionid=01085330F180B50024F26F21D3B61177?fileID=820>.

<sup>222</sup> Ibid.

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- future, especially given the international consensus with regard to the potentially beneficial effects of circular migration, both for sending and receiving countries. Based upon academic literature, several concrete suggestions for future circular migration projects could be formulated. These include aspects such as: Length of stay: creating possibilities for longer periods of stay; flexibility in the migration process: more legal possibilities for repeated migration between sending and receiving countries; maximising learning opportunities: for example, by offering education, so that circular migrants can obtain not only work experience but also knowledge and formal education; active involvement of all stakeholders: both government bodies in receiving countries (responsible for the national labour market, development cooperation and migration), and in sending countries, as well as private stakeholders (enterprises).
5. *Involvement of migrant organisations:* Overall, it does not seem that migrant organisations have become more professional over the past years. Generally, the Foreign Affairs Department is still cooperating with the same organisations that were at a certain level of professionalism before. Hence, it is important to consider whether it is necessary for more migrant organisations to professionalise, and to what extent this should be actively stimulated. Alternatively, a decision could be made to work with a selected number of organisations, encompassing greater potential, and with whom good cooperation is already in place.
  6. *The relation between remittances and development:* There are several possibilities to further strengthen the relationship between remittances and development. These include: investment funds in which migrants deposit money, collective remittances, building on the relationship between remittances and entrepreneurship of migrants, and mobile remittances (transferring remittances by mobile phone). This also provides possibilities to involve the diaspora, enabling integration with the fourth policy priority. The Ministry of Foreign Affairs is currently exploring several of the above mentioned possibilities. From a perspective of striving for a coherent migration and development programme, consisting of coherence between different policy priorities, it is recommended to continue such developments.
  7. *Sustainable return and reintegration:* It is important to monitor the effects of reintegration support on the return decision and the sustainability of return, more explicitly and intensively than before. Within the new policy framework on voluntary return, monitoring became a more important aspect of the assessment criteria of project proposals. It may be questioned however, whether the current design of monitoring is sufficient. The development dimension of sustainable reintegration support should be defined more explicitly, to clarify what is intended by return support (macro or micro development). From a development perspective, it is recommended to strive for more coherence between return policy and, for example, labour market policy in the Netherlands, so that former asylum seekers are able to maximize their contribution to development upon return, through the experiences and competences obtained in the Netherlands.
- Key partners of Dutch programmes in the country are national authorities and international organisations (IOM, UNHCR etc.). The Dutch government holds dialogues with diaspora organisations twice a year to discuss policy-related issues, e.g. on issues discussed at the GFMD. The government faces some

challenges in working with diaspora organisations in that many are run by volunteers which sometimes results in a lack of professional project proposals. Implementing capacity is also often lacking. The government is currently reflecting on whether it should invest more in diaspora organisation capacity-development or whether to treat diaspora organisations like any other Dutch NGO.

The Dutch government is interested in cooperating with other ministries/agencies in Europe on migration management and the use of remittances for development and SME projects (the Netherlands recently began supporting the training of entrepreneurs with a migrant background to help them develop their business plans). There is an interest in strengthening such initiatives supporting entrepreneurship as well as strengthening local communities.

#### 4.6.4. Involvement in international fora on Migration and Development

According to interviews, the priority dialogues/regional processes below provide a platform for discussion on a broad range of issues and have the potential to lead to balanced cooperation in the field of migration, taking into account the interests of countries of origin and destination as well as those of migrants. The Netherlands actively participate in these dialogues and is in some cases involved in the implementation of activities under action plans.

The Netherlands is a member of the steering group of the GFMD and provides core funding to the GFMD Support Unit as well as a voluntary contribution. It is part of the Assessment Team coordinating the evaluation of the work of the GFMD so far which will feed into the

UN High Level Dialogue in 2013 (Ministry of Foreign Affairs, 2012b).<sup>223</sup> The Netherlands also chaired two round tables and participated in several country teams. As a result of the GFMD in 2009, the Netherlands has funded a handbook titled *Developing a Road Map for Engaging Diasporas in Development* together with Switzerland. The primary objective is to provide an instrument for policymakers for involving the diaspora and working with them in countries of origin and destination.

The Netherlands is a partner state in the (Mediterranean Transit Migration Dialogue) dialogue and provided co-funding to the electronic database of the MTM (MTM i-Map, currently in phase III 2011-2014). The interactive map is a support instrument to the MTM Dialogue, aimed at promoting and facilitating intergovernmental information exchange, and fostering cooperation between participating states.

Regarding EU dialogues, the Netherlands has been leading the discussion of diaspora policy within the Joint Africa-EU Strategic Partnership's theme Migration, Mobility and Employment (MME). The Netherlands has also taken a strong interest in the ACP-EU dialogue on migration as it is particularly interested in making progress on implementing the readmission clause included in the ACP-EU Cotonou Agreement.

Other priority processes of the Netherlands are: the Prague Process, the Budapest Process (in particular the Silk Routes working group and translating the results of the project "Fostering Cooperation in the Area of Migration with and in the Silk Routes Region" into the interactive online visual tool i-Map), the Rabat Process and the Intergovernmental consultations on migration, asylum and refugees (IGC).

<sup>223</sup> Ministry of Foreign Affairs, *Voortgangsrapportage migratie en ontwikkeling 2011*, 2012b, viewed on 5 September 2012, <http://www.rijksoverheid.nl/documenten-en-publicaties/rapporten/2012/07/10/voortgangsrapportage-migratie-en-ontwikkeling-2011.html>.

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## 4.7. Norway

Since 2005, the Norwegian government has progressively included M&D in its policy framework. Several government reports mention and describe the concept. The Norwegian government focuses particularly on four policy areas related to the M&D nexus: remittances, diaspora, brain drain and circular migration. As a party of the Schengen agreement and the Dublin II agreement, Norway is interested in joining the EU Member States and other European countries in cooperating with countries of origin and transit, particularly through mobility partnerships. Policy coherence in the area of migration and development has been emphasised in several policy papers since 2004 and inter-ministerial cooperation on the issue has increased. Since 2006, the responsibility for immigration and integration issues has alternated between various ministries. At present the Ministry of Foreign Affairs has the lead responsibility for Migration and Development policy, in cooperation with the Ministry of Justice and Public Security, the Ministry of Labour and the Ministry of Children, Equality and Social Inclusion. Since 2006 Norway has supported and initiated various projects linking migration and development. However, no specific budget line to fund M&D projects exists and projects are funded within the development or the migration portfolio. Norway's geographic priority is based on the East and North Africa regions. Norway has participated in the European Migration Network (EMN) since 2010 and the Global Forum for Migration Development (GFMD) is high on the agenda of the Norwegian government.

### 4.7.1. The Migration & Development concept

Since the international debate on M&D gained momentum in 2005 with the report of the Global Commission on International Migration to the UN Secretary General and the publication of the EC communication on this topic<sup>224</sup>, Norway has included M&D in its policy framework.<sup>225</sup> Since 2006 the Norwegian government has published several reports and statements touching upon the M&D nexus. The reports have been published by the Ministry of Foreign Affairs, the Ministry of Labour (Ministry of Labour and Social Inclusion until 2010) and the Ministry of Justice and Public security (Ministry of Justice and Police until 2012), either alone or

jointly. The link between migration and development was fully introduced in connection with the preparations for the High Level Dialogue Meeting on International Migration and Development in New York in September 2006.<sup>226</sup>

The first policy document related to M&D was published in 2006. The Norwegian government mandated a working group with representatives from the Ministry of Foreign Affairs, Ministry of Labour and Social Inclusion, the Norwegian Agency for Development Cooperation (NORAD) and the Norwegian Directorate of Immigration (UDI) to evaluate the existing relationship

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<sup>224</sup> EC, *Communication from the Commission to The Council, The European Parliament, the European Economic and Social Committee and the Committee of the Regions, Migration and Development: some concrete orientations, COM(2005) 390 Final*, Brussels, 2005.

<sup>225</sup> H. A. Gulbrandsen, *Norges politikk på migrasjon og utvikling*, Speech Norwegian Ministry of Foreign Affairs 2009, p.1

<sup>226</sup> Ministry of Labour and Social Inclusion, *"Migration and Development"*, official government report, Oslo, 2006, p. 43.



between Norwegian migration policy and the development agenda.<sup>227</sup> The report presented various proposals to assure inter-ministerial coordination on M&D. The report states that the Norwegian development agenda did not explicitly interlink migration with the fight against poverty. Instead, the Norwegian M&D agenda took more into account the government's actions on humanitarian aid, work for peace, reconciliation and democracy.<sup>228</sup> In line with this report the Norwegian government established the common agreement that Norway's foreign and development policies should be coherent with its migration and inclusion policies.<sup>229</sup>

Two years later, Norway's focus also moved towards labour migration, in particular towards skilled workers. In 2008 the Norwegian government presented a white paper on labour migration. The white paper states that labour migration is an important element in the development of both countries of origin and destination. Migration contributes to reducing poverty, increasing resources, remittances and competences in the country of origin.<sup>230</sup> In the paper, the government also discusses the possibilities of enhancing circular migration. It was also emphasised that the prevention of brain drain in countries of origin remains a priority. Furthermore, the white paper analyses the potentially negative impact of migration on economic and social development in developing countries and the consequent ethical dilemmas for countries of destination.<sup>231</sup>

In 2009, the Ministry of Foreign Affairs encouraged the government to strengthen the link between migration and development in two white papers. White Paper no. 13 is concerned with Norway's policy on development while White Paper no. 15 deals with Norway's foreign policy. The two documents map out Norway's current and future actions on M&D. The focus still lays on brain-drain and circular migration, but additionally remittances and relations with diaspora communities are discussed. The white papers particularly highlight the importance of collaborating more closely with key diaspora organisations in Norway.<sup>232</sup> In the white paper on development, the government identifies four themes related to the concept of M&D.<sup>233</sup>

1. Lack of development as one of the causes of migration;
2. Migration as a cause of the lack of development in a country (brain drain);
3. Migration as a tool in order to enhance development;
4. Migration as a consequence of development (given that highly educated persons are migrating).

The same year, one of the state secretaries in the Ministry of Foreign Affairs presented the Norwegian government's five key actions to operationalise the mentioned priority areas<sup>234</sup>:

1. Cooperation with the EU and countries of origin on M&D through a cooperation platform for East Africa;

**227** Ministry of Labour and Social Inclusion, op. cit., p. 1

**228** Ministry of Labour and Social Inclusion, op. cit., p. 4

**229** Ibid

**230** Ministry of Labour and Social Inclusion, *Labour Migration, Report No. 18 2007-2008*, Oslo, 2008, p. 179

**231** Ministry of Labour, op. cit., p. 199.

**232** Ministry of Foreign Affairs, *Interests, Responsibilities and Opportunities. The main features of Norwegian foreign policy, Report No. 15 2008-2009*, Oslo, 2009a, p. 7.

**233** Ministry of Foreign Affairs, *Climate, Conflict and Capital Norwegian development policy adapting to change*, Report No. 13 (2008-2009) to the Storting, Oslo, 2009b, p. 42.

**234** H. A Gulbrandsen, op. cit., p. 1.

2. Facilitation of more efficient, accessible and less costly services towards remittances;
3. Closer cooperation with diaspora communities and NGO's working on development cooperation on the migration and development agenda;
4. Implementation of a pilot project for development cooperation between Norwegian government and diaspora communities;
5. Increased recruitment of persons from the diaspora communities to the Foreign Service.

The 2010 White Paper no. 9 on the Norwegian "refugee and migration policy in a European perspective", presented by the Ministry of Justice and the Police, also mentions Norway's engagement on M&D at international and European level. Although Norway is not a member of the EU it is party to the Schengen agreement and the Dublin II agreement. The white paper states Norway's interest in joining the EU Member States and other European countries in cooperating with countries of origin and transit. It also highlights that Norway's geographic priority is on the East African region. Together with UK and the EC, Norway intended to commit itself to developing a cooperation platform with Ethiopia on M&D.<sup>235</sup>

As the above mentioned white papers show, the Norwegian government focuses particularly

on four policy areas related to the M&D nexus: *remittances, diaspora, brain drain and circular migration*. The fight against human trafficking, women's rights and gender equality are also at the core of the Norwegian M&D policy.<sup>236</sup> Moreover, in 2011 the Ministry of Foreign Affairs reiterated the focus on remittances and circular migration. It stated that it is important that Norway concentrates on measures promoting development in countries of origin through migration, particularly in relation to remittances. In line with the EU, the Norwegian migration policy is increasingly focussing on the M&D nexus and mobility partnerships with countries of transit and origin.<sup>237</sup>

At the time of writing, the government considered migration and globalisation beneficial for Norway. Since the government coalition won the elections in 2005<sup>238</sup>, the new 'we' has been repeated as an important catch-word. It has become a symbol on how Norwegian society will take advantage of a policy which draws on the positive effects of migration, increased participation in foreign policy and development.<sup>239</sup> The new 'we' makes it particularly important to involve diaspora/immigrant groups in Norway to promote development in their countries of origin. It is important to note that the discourse on M&D established by Norway has as its backbone the guiding principle underlining its development policy which is based on solidarity<sup>240</sup> being the overall aim of the Norwegian development policy to prevent poverty and secure social justice.<sup>241</sup>

<sup>235</sup> Ministry of Justice and the Police, *Norway's refugee and migration policy in a European perspective, Report No. 9 2009-2010*, Oslo, 2010a.

<sup>236</sup> H.A Gulbrandsen op. cit., p. 1.

<sup>237</sup> Ministry of Foreign Affairs, *For budsjettåret 2009, Prop 1 S 2009-2010*. Proposisjon til Stortinget (forslag til stortingsvedtak, Oslo, 2010.

<sup>238</sup> The red-green coalition between the Labour party, the Socialist Left Party and the Center

<sup>239</sup> Ministry of Foreign Affairs, 2009a, op. cit., p.77.

<sup>240</sup> Ministry of Justice and the Police, 2009, op. cit.

<sup>241</sup> See <http://www.regjeringen.no/nb/dep/ud/tema/utviklingssamarbeid.html?id=1159>

Although an explicit link between development and return policies is not present in the Norwegian discourse, return is fed into the notion of M&D. While return policy is under the responsibility of the Ministry of Justice and Public Security, the Ministry of Foreign Affairs included a specific line under the ODA budget for Norway's development agenda dedicated to the transport costs for the voluntary return of rejected asylum seekers and in part for the expenses of its refugee policy, under the responsibility of the Ministry of Justice and Public Security.<sup>242</sup>

#### 4.7.2. Institutional framework and policy coherence for Migration and Development

Since 2006, the responsibility of immigration and integration issues has alternated between various ministries. At the time of writing, the Ministry of Foreign Affairs has the lead responsibility for M&D policy in cooperation with the Ministry of Justice and Public Security, the Ministry of Labour and the Ministry of Children, Equality and Social Inclusion.

The *Ministry of Foreign Affairs* is responsible for two policy fields: Foreign Affairs and International Development, each one under the responsibility of a dedicated minister. The Minister for International Development is responsible for measures related to the migration and development nexus. More specifically, the section on Humanitarian Affairs under the department for UN, Peace and Humanitarian Affairs is dealing with issues related to M&D. The ministry has political and administrative responsibility for the Foreign Service Missions that receive and (in some cases) approve applications of prospective migrants to visit and reside in Norway and is the Norwegian focal point for the Global Forum on Migration and Development (GFMD). The Nor-

wegian Agency for Development Cooperation (NORAD) under the Ministry of Foreign Affairs is responsible for the management and, in some cases, implementation of the Norwegian development policy. The bulk of Norwegian development assistance is administered by the Ministry of Foreign Affairs and the Norwegian foreign missions.

Within the *Ministry of Justice and Public Security*, the Migration Department has the responsibility for policy-making and legislation concerning refugees, immigration and return and for the reception system for asylum seekers. The Ministry has the responsibility for the Norwegian Directorate of Immigration (UDI) as well as the police and border control, and UDI is the central administrative agency in the implementation of immigration and asylum policy and legislation.

The *Ministry of Labour* has the political responsibility for the legislation on free circulation of labour etc. within the European Economic Area (EEA), labour immigration from third countries, labour market policy and measures to combat social dumping.

The *Ministry of Children, Equality and Social Inclusion* is responsible for the policy on integration of immigrants, citizenship legislation, establishing relations with immigrant communities, gender equality, child welfare and anti-discrimination policies.

It could not be assessed which role regional and local governments play in the implementation of migration and development.

As mentioned previously, the Ministry of Labour and Social Inclusion and the Ministry of Foreign Affairs established an inter-ministerial working

<sup>242</sup> Brekke, J. P., *Frvillig retur fra Norge, ISF Report 10/2010, Oslo, 2010*; OECD, *ODA Reporting of in-Donor Country Refugee Costs. Members' methodologies for calculating costs*, viewed on 22 November 2012, <http://www.oecd.org/dac/aidstatistics/RefugeeCostsMethodologicalNote.pdf>.

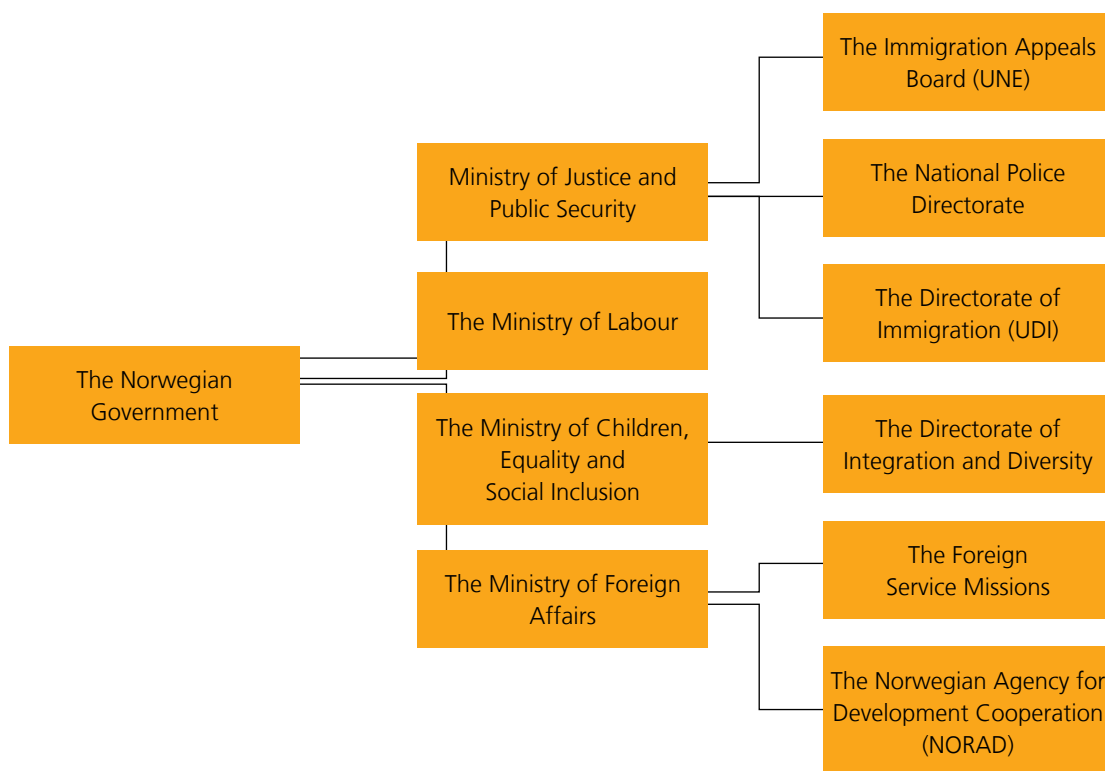
group in 2006 set to deal with M&D, that comprises of the two ministries and the government agencies UDI and NORAD. In 2008, a government-led working group wrote an Official Report on PCD. The report launches various measures to increase the focus on PCD in Norway, having one chapter devoted to the M&D nexus. In particular, it highlighted that Norway's policy has clear potential for improvement with regard to exploiting synergies between the labour market and immigration policy and the development policy's goal of reducing poverty.

In parallel to and to follow up on the proposals of the inter-ministerial working group, the Ministry of Foreign Affairs created an inter-

national project group on International Migration and Development in order to continue the inter-ministerial cooperation in this regard. The overall aim of the project was to focus on the effect of international migration on development and on how that can be strengthened.<sup>243</sup> By the end of 2009, when the earmarked project ended, this project group was dismantled.

Policy coherence in M&D was emphasised in several policy papers and for the first time mentioned in the 2004 government white paper on "Fighting Poverty".<sup>244</sup> In 2008, the white paper no. 13 on Development stated that PCD is a requirement in order to promote growth and reduce poverty in developing

**Figure 2:** The Norwegian immigration administration



<sup>243</sup> Ministry of Foreign Affairs, *Migration and Development, report from the project group on Migration and Development*, Oslo, 2012, viewed on 17 July 2012, [www.regjeringen.no](http://www.regjeringen.no).

<sup>244</sup> Ministry of Foreign Affairs, *Fighting Poverty Together. A comprehensive policy for development*, Report No. 35, Oslo, 2004.

countries.<sup>245</sup> It also seeks to emphasise the link between M&D.<sup>246</sup> This commitment is further confirmed by the State Secretary Håkon Gulbrandsen in the Ministry of Foreign Affairs in a speech where he highlights the importance of thinking coherently on M&D.<sup>247</sup>

Concerning Norway's commitment to PCD in general, the government recognises that it is difficult to prioritise projects related to PCD, because "national interest might collide with the interest of the developing country".<sup>248</sup> The 2009 OECD report on Policy Coherence for Development highlights that Norway is moderately politically committed to PCD, and that a coherent approach to development is regarded as highly important to Norway, particularly in the work towards the Millennium Development Goals. In 2009, the recommendation from the Standing Committee on Foreign Affairs and Defence highlighted the lack of commitments on this issue and PCD in the government's white paper. The government responded to this by mentioning a general commitment to PCD, but neither listed nor initiated specific projects in order to link development and other policy areas. As a response to the Norwegian parliament's recommendation<sup>249</sup> and to the white paper on development from 2008, the Norwegian government published an encompassing report on PCD in 2012.<sup>250</sup>

### 4.7.3. Operationalising the Migration and Development policy

The Ministry of Foreign Affairs manages a total budget of 4 497 960 000 Euro (33.7 billion NOK)<sup>251</sup>, while the Ministry of Justice and Public Security manages a total budget of 3 523 620 000 Euro (26.4 billion NOK). The total amount on the National budget devoted to migration issues is 547 229 000 Euro (4.1 billion NOK). The Norwegian budget of Development Aid was in 2011 3 657 090 000 Euro (27.4 billion NOK), which represents about 1% of the total national budget.<sup>252</sup> Around 7.3% of the total net ODA is reported as in-donor refugee costs.<sup>253</sup>

M&D projects are funded within the development or the migration portfolio. Their source of funding is split between various lines of the annual national budget. To illustrate this with an example, expenses in relation to the Global Forum for Migration and Development are covered under the line "International processes and conventions" while diaspora projects contributing to linking migration and development under the line "Civil Society".

East and North Africa are considered as priority regions.<sup>254</sup> In particular, the Horn of African states and Ethiopia are mentioned as key priority partners in M&D projects, in close cooper-

<sup>245</sup> Ministry of Foreign Affairs, 2009b, op. cit., p.111.

<sup>246</sup> Ministry of Foreign Affairs, 2009b, op. cit.

<sup>247</sup> NORAD, *Bistand og konflikt*, Resultatrapport 2011, 2011, p. 10.

<sup>248</sup> Ministry of Foreign Affairs 2009b, op. cit., p.111.

<sup>249</sup> Stortinget, *Instilling fra utenrikskomiteén om klima, konflikt og capital. Norsk utviklingspolitikk I et endret handlingsrom*, Innst. S. nr. 269, 2009, p. 269.

<sup>250</sup> Ministry of Foreign Affairs, *Report to the Storting on Policy Coherence for Development 2011*, Oslo, 2012a.

<sup>251</sup> National Budget 2011.

<sup>252</sup> Ministry of Finance, *Statsbudsjettet, Prop 1 S 2010-2011*, 2011. OANDA currency converter was used, exchange rate which was applied on 15 April 2013 was 0.13347, website op. cit.

<sup>253</sup> OECD, op.cit.; Expenditures reported as ODA relate to sustenance costs, medical treatment, basic education and language training, transport and resettlement. Transportation costs for the voluntary return of rejected asylum seekers are included since 2011.

<sup>254</sup> Ministry of Foreign Affairs, 2009a, op. cit., Ministry of Justice, *Norway's migration and development strategy for East Africa, letter from the Ministry of Justice to the ICMPD*, 2010b.

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ation with the UK and the EU.<sup>255</sup> Additionally, cooperation is often connected to large diaspora communities residing in Norway, such as Pakistan, Sri Lanka, Philippines and Somalia.

Since 2006 Norway has supported and initiated various projects linking migration and development. In annex III.vi a non-exhaustive list of implemented projects that may be covered under the umbrella of M&D provides an attempt to pin down some of the most important projects as highlighted in white papers and governmental reports.

#### 4.7.4. Involvement in the international fora on Migration and Development

The *Global Forum for Migration Development (GFMD)* is high on the agenda of the Norwegian government. Norway is a member of the steering group of the organization and participates regularly in working groups and the annual conference organized by the forum.<sup>256</sup> The government of Norway was also actively involved in the preparatory process through the work done in country teams but did not chair round tables. The government also provided financial resources for the organization of the GFMD.

Norway has participated in the *European Migration Network (EMN)* since 2010 as the only non-EU member. Members of the Norwegian national contact point (NO EMN NCP) are the Ministry of Justice and Public Security (chair), the UDI and the Norwegian Institute of Social

Research (ISF). On 18 June 2012, ISF hosted NO EMN NCP conference on Migration and Development. At the conference, the Norwegian government, represented by State Secretary Pål Lønseth, emphasised that the Norwegian participation in EMN complements the Norwegian ties with the EU cooperation on migration and development.<sup>257</sup> Participants from both the Ministry of Foreign Affairs and the Ministry of Justice and Public Security stressed the importance of such fora for stimulating interest around migration and development.<sup>258</sup>

#### *The Mobility Partnerships (MP) and European Cooperation*

Norway seeks to participate in the mobility partnerships together with the EU and other European countries, and this has been highly prioritized since 2008.<sup>259</sup> In particular, Norway seeks to cooperate on M&D. Norway has prioritised cooperation with Ethiopia. However, according to the proposition to the parliament<sup>260</sup>, the negotiations with Ethiopia have stalled at the time of writing. Norway is developing the bilateral cooperation with Ethiopia while waiting for the negotiations under the umbrella of the mobility partnership to recommence.<sup>261</sup> The mobility partnerships fall under the responsibility of the Ministry of Justice.

In June 2012 Norway participated at the *Rio+20*, where the link between migration and development, however, was not emphasised as a priority.<sup>262</sup>

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255 Ministry of Justice and the Police, 2010b.

256 EMN, *Annual Policy Report 2011 Norway – Report to the European Migration Network from the Norwegian Contact Point*, EMN Report 2/11, 2011, p. 39.

257 Kvamme, M., *Migration and Development, EMN Conference Report 18 June 2012*, 2012.

258 Jaer, Ø., *European Migration Network*, 11 February 2011.

259 Lexau, S., *Flyktning og migrasjonspolitik i EU. Halvårsrapport fra EU-delegasjonen høsten 2008*, Brussels, 2009, p. 6.

260 Ministry of Justice and Public Security, *For budsjettåret 2010 Prop 1 S 2011-2012*, 2012b.

261 Ibid.

262 Ministry of Foreign Affairs, *Norways's National Submission Rio +20*, 2012b.

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## 4.8. Spain

Spain has experienced an exponential increase of foreign population during the economic boom 1998-2008 and received more than 5 million foreigners in less than a decade, who now account for 12.3% of the Spanish population (2011 figures).<sup>263</sup> Moreover, it is worth noting that among the foreign population, 56.6% come from developing countries. This, together with the lessons learnt from its own experience as a country of emigration in the previous decades, has led Spain to adopt an important role in the design of M&D activities. Spain has moved from a the co-development approach, initially carried by local and regional authorities and focused on the contribution of migrants' associations in their countries of origin, to a broader approach of the M&D nexus. M&D is defined by the State as an integral part of the Spanish external cooperation policies as well as its domestic integration policies. M&D programmes are mainly implemented by the Ministry of Foreign Affairs. However, the constitutional Law 4/2000 of 11 January on Rights and Freedoms of Foreigners in Spain and on their Social Integration defines the M&D nexus as one of the principles to be followed by all public administrations in charge of migration issues. Informal inter-ministerial meetings for the coordination of migration policy take place fortnightly. In Spain local and regional authorities and the private sector, such as banking institutions and workers' associations, are actively involved in the implementation of M&D activities. Priority regions in terms of M&D activities are Northern and sub-Saharan Africa and Latin America. Since its accession to the EU, Spain has had a pioneering and very active role in the promotion of the M&D nexus. It is the initiator of the EU Global Approach to Migration (GAM) together with France and has actively contributed to its promotion and implementation. Spain has so far been an important participant and contributor to all the editions of the Global Fund for Migration and Development (GFMD) and is involved in the UN High-level Dialogue on Migration and Development (UN HLD).

### 4.8.1. The Migration and Development concept

In Spain, the M&D nexus is mainly linked to the notion of co-development (i.e. *code-sarrollo*), which was first mentioned in the Constitutional Law 4/2000 of 11 January on

Rights and Freedoms of Foreigners in Spain and on their Social Integration, however without offering a clear definition. This focuses on “the promotion of dialogue and cooperation with countries of origin and transit of immigration, through framework agreements aimed

<sup>263</sup> The foreign population in Spain has been estimated to 5,711,040 for 2012 (Instituto Nacional de Estadística, *Avance de la Explotación estadística del Padrón a 1 de enero de 2012 (Datos provisionales), Notas de Prensa, 19 de abril de 2012, viewed at 10 August 2012, <http://www.ine.es/prensa/np710.pdf>.*)

<sup>264</sup> Author's translation. Ley Orgánica 4/2000, de 11 de enero, sobre derechos y libertades de los extranjeros en España y su integración social. Boletín Oficial del Estado, Núm. 10, 12-1-2000.; Ley Orgánica 8/2000, de 22 de diciembre, de reforma de la Ley Orgánica 4/2000, de 11 de enero, sobre derechos y libertades de los extranjeros en España y su integración social.; Ley Orgánica 2/2009, de 11 de diciembre, de reforma de la Ley Orgánica 4/2000, de 11 de enero, sobre derechos y libertades de los extranjeros en España y su integración social.

<sup>265</sup> Ministry of Interior, *Programa Global de Regulación y Coordinación de la Extranjería y la Inmigración en España*, 2001.

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at effectively ordering migration flows and promoting and coordinating efforts of development cooperation and co-development”.<sup>264</sup>

The first definition of co-development was given by the so-called GRECO Plan (2001-2004)<sup>265</sup> of the Ministry of Interior which paved the way to introduce the term co-development in the political agenda.<sup>266</sup> In line with the EU Tampere policies, the GRECO Plan focused on the management of migration flows through voluntary return and migrant’s reintegration in their countries of origin.

Subsequently, the 2005-2008 Master Plan for Spanish Cooperation<sup>267</sup> included for the first time the term co-development referring to “a multilateral model based on migratory flows as a source of wealth for the countries of origin and destination, and co-development as an area of multicultural and transnational activity”.

In 2005, Spain established a task group on migration and development issues, which gathered different Secretariats of State (i.e. International Cooperation, Immigration and Emigration, and Economy), workers unions and civil society representatives. In December 2005, the task group established the Consensus Document on Co-development (Documento de Consenso sobre Codesarrollo)<sup>268</sup> where the latter was considered as an alternative way of development cooperation. Its objective was “to foster human development and integration in a welfare con-

text” (author’s translation). Concurrently, the European Council of December 2005 adopted the Global Approach to Migration (GAM), which Spain partly initiated and which includes development among other fields linked to migration.

Another essential instrument for Spain’s M&D policies was the “Strategic plan on Citizenship and Integration, 2007-2010”<sup>269</sup>, which integrated co-development as a guideline. Integration in the broader sense was thus included in the M&D nexus via activities such as: “training migrants who can be development agents when they return to their country of origin; supporting migrants’ reintegration in their countries of origin; orienting savings towards productive investment in the countries of origin; promoting the fund for microcredits for projects of basic social development in the countries of origin; and giving technical assistance in the countries of origin of the migrants”.<sup>270</sup>

Finally, in 2008, the Spanish Ministry of Foreign Affairs and Cooperation (MFAC) published a series of guidelines on M&D policies, which mainly covered the following fields: i) addressing development strategies which influence the root causes of migration, ii) designing and implementing appropriate and coordinated public policies in countries of origin, transit and destination; iii) deploying humanitarian actions under circumstances of necessity; iv) supporting and implement-

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**266** Möhl, S., *The Same But Different? Codevelopment policies in France, Germany, Spain and the institutions of the European Union from a comparative perspective*, Documentos CIDOB, No.20, Barcelona, 2010, p.56.

**267** AECID, *The Master Plan for Spanish Cooperation 2005-2008*, 2005, pp.125, viewed on 5 August 2012, [http://www.aecid.es/galerias/publicaciones/descargas/Plan\\_Director0508\\_Ing.pdf](http://www.aecid.es/galerias/publicaciones/descargas/Plan_Director0508_Ing.pdf)

**268** Ministerio de Relaciones Exteriores y Cooperación (MAEC), *Documento de Consenso sobre Codesarrollo de 19 de diciembre de 2005 del Consejo de Cooperación al Desarrollo*, Madrid: Grupo de trabajo de codesarrollo, viewed on 7 August 2012, <http://www.novusmundus.org/wp-content/uploads/2-Codesarrollo-Documento-consenso-20051.pdf>.

**269** Ministerio de Trabajo e Asuntos Sociales (MTAS), *Plan estratégico de ciudadanía et integración 2007-2010*, Madrid: Dirección General de Integración de los Inmigrantes, 2007, pp.366.; Ministerio de Trabajo e Inmigración (MTIN), *Plan estratégico de ciudadanía et integración 2011-2014*, Madrid: Dirección General de Integración de los Inmigrantes, 2011, pp.295, viewed on 12 August 2012, [http://extranjeros.empleo.gob.es/es/IntegracionRetorno/Plan\\_estrategico2011/pdf/PECI-2011-2014.pdf](http://extranjeros.empleo.gob.es/es/IntegracionRetorno/Plan_estrategico2011/pdf/PECI-2011-2014.pdf).

**270** Author’s translation

ing programmes and projects in the fields of migration and development and co-development, and therefore involving diasporas in Spain. These tools have helped to introduce M&D as a fully-fledged sector priority of the Spanish development policy, aiming at “encouraging mutual benefits between migration and development by promoting co-development, empowering diasporas and supporting the design and the implementation of appropriate and coherent public policies on migration in the countries of origin, transit and destination, while protecting migrants’ rights in all the phases of the process”.<sup>271</sup>

Spain’s M&D concept has evolved substantially since the country approached it for the first time in 2000. Spain has moved from a traditional approach to co-development initially promoted by local and regional administrations, which mainly supported projects carried by migrants’ associations in their countries of origin, to a wider policy of M&D defined by the state, which gives priority to the following activities: i) establishing migration management and information mechanisms (in particular related to legal migration channels, circular migration and temporary mobility, and voluntary return); ii) promoting vocational training oriented towards skills creation and improvement (including the recognition of diplomas and qualifications, and alternatives to brain-drain); iii) mechanisms to foster migration’s economic impact on development (in particular through mechanisms to improve the impact of remittances and to encourage entrepreneurship capacities of migrants and their families); and iv) stimulating diasporas and migrants associations’ links with

and contribution to the development of their countries of origin through co-development.

#### 4.8.2. Institutional framework and policy coherence for Migration and Development

The already mentioned Constitutional Law 4/2000 of 11 January on Rights and Freedoms of Foreigners in Spain and on their Social Integration attributes migration policy-making to the central government.<sup>272</sup> Two ministries are directly involved in the process: the Ministry of Interior and the Ministry of Foreign Affairs and Cooperation. Their competencies related to M&D are not clearly defined and the former does not appear as a direct beneficiary of the ODA for M&D activities. However, the above-mentioned legislation defines the M&D nexus as one of the principles to be followed by all public administrations in charge of migration issues. Despite the fact there is still no clear strategy defined, “the co-development policy [is to be] implemented in line with the policies defined by the Ministry of [Employment and Social Security] and, specifically, by the State Secretariat for Immigration and Emigration, in coordination with other administrations and cooperation agents”. To that end, informal inter-ministerial meetings for the coordination of migration policy take place fortnightly. They are convened by the *Ministry of Employment and Social Security* and involve the ministries and agencies concerned by the issues at stake.

At state level, M&D programmes are mainly implemented by the *Ministry of Foreign Affairs* through the Spanish Agency for International Development Cooperation (AECID), in particular

<sup>271</sup> Author’s translation, Ministerio de Asuntos Exteriores y de Cooperación (MAEC), *Principales Líneas de Actuación en Migración y Desarrollo*, Madrid: Dirección General de Planificación y Evaluación de Políticas para el Desarrollo, Febrero 2008.

<sup>272</sup> Ley Orgánica 4/2000, op. cit.

<sup>273</sup> Sanmartín Ortí, Anna, “The Link Between Migration and Development in Spanish Public Policy”, *Migración y Desarrollo*, No. 13 (2009), p.59, viewed on 20 August 2012, [http://estudiosdeldesarrollo.net/revista/rev13ing/rev13ing\\_4.pdf](http://estudiosdeldesarrollo.net/revista/rev13ing/rev13ing_4.pdf).

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as regards to co-development activities. However, whereas governmental authorities benefit from 46.7% of the funds for M&D programmes, *local authorities* play an important role in the implementation.<sup>273</sup> Their competency in the field has been reinforced as municipalities and autonomous communities share competencies with the government in the specific fields of migrants' reception and integration policies. The important role they have played in the promotion of co-development since the early stages has thus been reinforced by the inclusion of integration in the M&D nexus. Their contributions mainly consist of organising or financing conferences and training courses on co-development, publishing studies and reports, promoting social integration of the migrants and strengthening their links with their countries of origin, co-financing co-development projects together with migrant associations and development NGOs, supporting migrants' return, and encouraging remittances oriented towards entrepreneurship and productive activities.

Even though public administrations at national, autonomous and municipal level, as well as *migrant associations and development NGOs* have the most important role in the implementation of M&D activities, it is worth to mention the importance of the *private sector*, such as banking institutions and workers' associations. For instance, through its development foundation (Fundación Pagesos Solidaris), the Catalan union of agricultural workers (Unió de Pagesos), which had been strongly involved in the coordination of the direct recruitment of Moroccan workers, is now involved in the promotion of co-development activities such as the reception and integration of temporary workers and the raising of awareness about their role as development agents in their communities of origin

(e.g. Sidi Yamani project in Northern Morocco). Banking institutions such as "La Caixa" have included co-development in their social work, through activities such as conferences and training courses for migrants' associations, support to co-development projects, studies and publications on co-development as well as micro-credit programmes and remittance facilitation.

In Spain, co-development appeared closely linked in the political agenda to *policy coherence for development*. For instance, the Master Plan for Spanish Cooperation 2005-2008 included the co-development component in the section on Policy Coherence. It explicitly emphasised the need for coordination between the administrations and cooperation agents in the implementation of the co-development policy. Besides, it called for the creation of "a system for the coordination, monitoring and evaluation of projects and policies, where all players are represented, and linking with international experiences".<sup>274</sup> Within this framework, the 2007 Annual Plan for Spanish Cooperation called for "broad, comprehensive and coherent" development strategies aimed at poverty reduction, education and health improvement, productivity support, economic growth, job creation, good governance, democracy, and human rights, which would at the same time have an impact of the causes of migration (root and structural).<sup>275</sup>

Besides the need for coherence between the different policy fields and actors at national, regional and local level, Spanish activities and priorities are aligned with other cooperation and development agencies at *bilateral and multilateral level*, mainly EU and UN bodies. Since its accession to the EU, Spain has supported the creation of a Common Policy on Asylum and

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<sup>274</sup> AECID, 2005, op. cit., p. 120.

<sup>275</sup> AECID, *The Master Plan for Spanish Cooperation 2005-2008*, 2007, pp. 49-50, viewed on 5 August 2012, [http://www.aecid.es/galerias/publicaciones/descargas/Plan\\_Director0508\\_Ing.pdf](http://www.aecid.es/galerias/publicaciones/descargas/Plan_Director0508_Ing.pdf).

Migration and has contributed to the inclusion of migration in the EU political agenda, in particular by its pioneering and very active role in the promotion of the M&D nexus. It is, together with France, the initiator of the *EU Global Approach to Migration (GAM)* and has actively contributed to its promotion and implementation.

Even though political coordination seems to have improved, in particular regarding the Spanish position in international arenas, the main obstacle to coherence and coordination in terms of development aid are the different approaches to the M&D nexus applied by the different actors at all levels: some consider M&D exclusively under the angle of development, while others consider it mainly as an instrument for managing migration flows through voluntary return and circular migration programmes as well as migrants' integration.

#### 4.8.3. Operationalising the Migration and Development policy

Spanish aid directly oriented towards M&D programmes accounted for 31 million Euro in 2009 but was drastically reduced to 8 million Euro in 2010.<sup>276</sup> That is to say, it went from 0.62% of the total ODA to nearly 0.18%. This can be explained by a stricter selection of M&D labelled activities as well as a decrease in the number of activities involving migrants by both the government and the autonomous communities.

In terms of co-development programmes, few countries are given a higher priority: Morocco, Ecuador and Senegal, and more recently

Colombia and Bolivia. More broadly, the priority regions in terms of M&D activities are *Northern and sub-Saharan Africa* (mainly Western Africa and in particular Nigeria, Gambia, Mali), and *Latin America*. In fact, due to its colonial ties, Latin America has always been a priority region for Spanish cooperation. As regards M&D policies, it has remained a priority as 6 out of the 15 main countries of origin of migration flows into Spain are Latin American: Ecuador, Colombia, Peru, Bolivia, Argentina and Dominican Republic.<sup>277</sup> On the other hand, sub-Saharan Africa has gained priority as it is comprehensively considered a priority region for Spanish cooperation since the Ministry of Foreign Affairs established the Africa Plan in 2006<sup>278</sup>, which contributed to defining cooperation in migration management as one of the main objectives of Spain's foreign policy.<sup>279</sup> Most recently, *Romania* has been included as a high-priority country. Indeed, the number of Romanian migrants in Spain has quadrupled since 2006 to become the first nationality of origin before Moroccans, British and Ecuadorians, accounting for nearly 16% of the foreign population in Spain.

Within the countries of origin, the priority partners are public administrations, social organisations, development NGOs, academic and research institutions, as well as the financial sector. Among the numerous initiatives involving these partners, the below mentioned are of particular interest.

In terms of bilateral cooperation, in March 2005, Spain signed a *Debt Swap Programme*

<sup>276</sup> Ministerio de Asuntos Exteriores y de Cooperación (MAEC), *Seguimiento del Plan Anual de Cooperación Internacional Española 2010*, 2011, p. 67-68, viewed on 15 August 2012, [http://www.maec.es/es/menuppal/cooperacioninternacional/Estadisticasaod/Paginas/estadisticas\\_ayudaoficialdesarrollo.aspx](http://www.maec.es/es/menuppal/cooperacioninternacional/Estadisticasaod/Paginas/estadisticas_ayudaoficialdesarrollo.aspx).

<sup>277</sup> Cortés Maisonave, A., 'La Reinención del nexo migración y desarrollo desde el Sur de Europa: el caso de Ecuador y España', *Relaciones Internacionales*, No 14(2010), p.50.

<sup>278</sup> Ministerio de Asunto Exteriores y de Cooperación (MAEC), *Plan África 2006-2008*, Madrid: Secretaría de Estado de Cooperación Internacional, 2006, pp.159, viewed on 8 August 2012, [http://www.maec.es/es/Home/Paginas/planafrica2006\\_08.aspx](http://www.maec.es/es/Home/Paginas/planafrica2006_08.aspx).

<sup>279</sup> Pinyol, G., *Spain's Immigration Policy as a New Instrument of External Action in Esther Barbé (ed.), Spain in Europe 2004-2008, Monograph of the Observatory of European Foreign Policy*, No.4(2008), p.4.

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*Agreement* with Ecuador aimed at converting 50 million dollars of external debt into investment for development in the regions which are most affected by poverty and with the highest emigration rates.<sup>280</sup> Priority was given to projects in the fields of education and social development, which involved Spanish NGOs and private enterprises. As part of the results, the first evaluations estimate that the 22 educational projects implemented between 2005 and 2011 had directly and indirectly generated employment (for more than 4000 people) and that they have contributed to reactivate the local economy.<sup>281</sup> In addition, within the framework of its new foreign policy towards Africa and in line with the Global Approach to Migration, Spain has signed bilateral framework agreements on M&D (the so-called *Second Generation Agreements*), with The Gambia, Guinea-Conakry, Cape Verde, Guinea-Bissau, Mali, Niger, Nigeria and Senegal. These new agreements include measures on regular migration such as the facilitation of labour migration according to the labour market needs; the fight against irregular migration and trafficking in human beings; and the synergies between development and migration as well as mutual assistance regarding migrants' integration. At EU level, Spain is, together with France, Luxembourg and Portugal, a member of the *Mobility Partnership (MP)* signed in 2007 between the EU and Cape Verde, which follows the same pattern and was partly inspired by the Spanish experience.

At the multilateral level, one of the most relevant projects is the *Spain-ECOWAS Fund on Migration and Development*, adopted

within the framework of the second EU-Africa Summit on 9 December 2007. The general objective is "the eradication of poverty in the ECOWAS region, through effective and sustainable regional integration and institutional capacity building"; and more specifically, in line with the Global Approach to Migration, "to foster the positive effects between migration and development through the promotion of adequate and coherent public policies in the sphere of migration and development and the protection of the rights of migrants".<sup>282</sup> This multi-stakeholder partnership led by the ECOWAS Commission and the Spanish Ministry of Foreign Affairs and Cooperation has a budget of EUR 10 million, equally distributed to finance projects from civil society organisations as well as ministries and public institutions of the ECOWAS member states, at regional, national and local level. Regarding institutional capacity building support, the priorities of the programme are the free movement of people and the fight against irregular migration and trafficking of human beings (in particular women and children).<sup>283</sup>

#### 4.8.4. Involvement in international fora on Migration and Development

As initiator of the EU Global Approach to Migration (GAM) Spain has actively contributed to its promotion and implementation through regional dialogues. Together with Morocco and the support of France, it launched the first Euro-African Ministerial Conference on Migration and Development held in Rabat on 10-11 July 2006, which was presented in the Spanish Africa Plan as the

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**280** *Programa de Conversión de Deuda de la República del Ecuador frente a España, firmado en Quito a 14 de marzo de 2005*, viewed on 12 August 2012, <http://www.minhap.gob.es/es-ES/Areas%20Tematicas/Internacional/Financiacion%20internacional/Gestion%20Deuda%20Externa/Paginas/Ecuador.aspx>.

**281** See [www.mmrree.gob.ec/Eng/2011/bol1145.asp](http://www.mmrree.gob.ec/Eng/2011/bol1145.asp).

**282** See <http://www.gfmd.org/en/pfp/practices/item/187-spain-ecowas-fund-on-migration-and-development>.

**283** Rubio, B., *Presentation by Begonia Rubio, Coordinator of the ECOWAS Program, Embassy of Spain / AECID, at the GFMD 2011 thematic meeting on Facilitating South-South Labour Migration, Abuja, 17-18 October 2011*.

tool for “boosting the Europeanization of migration policy with Africa”. Spain also had an active role in the subsequent Inter-Ministerial Euro-African Conferences (Paris, 25 November 2008 and Dakar, 23 November 2011) and recently hosted and co-chaired with Morocco the high-level representatives’ follow-up meeting to the latter. Spain has also been very active in implementing the GAM in other geographical areas such as Latin America and the Caribbean (Ibero-American Meeting on Migration and Development held in Madrid 18-19 July 2006, and EU-LAC Structured and comprehensive Dialogue initiated in June 2009) and Eastern Europe (Prague Process initiated in April 2009).

Finally, Spain has been so far an important participant and contributor to the Global Forum for Migration and Development (*GFMD*) and was even considered as a potential host for

2011. The government was actively involved having chaired two round tables and participated in country teams. The government also provided financial resources for the organisation of the GFMD. However, its financial difficulties at the time of writing as well as the ministerial changes will certainly have an impact on its involvement, in which case Spain is considering compensating for those difficulties by adopting a more active approach regarding its intellectual contributions. Its position will continue to be coordinated within the framework of the EU. Concerning the GFMD structure, Spain is in favour of maintaining its current arrangement: intergovernmental, informal, independent and voluntary. It fiercely defends the independency of the GFMD, in particular concerning the UN HLD, and emphasizes that any conclusions or recommendations resulting from the UN referring to the GFMD activities should remain non-binding.

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## 4.9. Sweden<sup>284</sup>

Sweden's interest in M&D issues dates back to 2002, when the government elaborated its Policy for Global Development. In 2008, migration was upgraded to one of the six global challenges that were considered crucial for Sweden's ability to contribute to development through coherent policies. The Swedish approach to M&D is dominated by *two issues: advocacy for the circular migration model, considered a specific pattern of mobility, and concerted efforts towards greater policy coherence*. Hence, contrary to other countries that focus primarily on diasporas or remittances Sweden has adopted an M&D perspective focusing on a comprehensive approach that includes measures within different fields such as labour regulations, human rights, and trade policies. There is however no specific government policy for migration guiding Sweden's international development cooperation.

On the international scene, Sweden is a *pioneer in pursuing Policy Coherence for Development (PCD)*, including M&D), as well as the way in which PCD is anchored in the formal government policy framework. The overall responsibility for M&D in the Swedish Government rests with the Ministry of Justice. However, Sweden applies a 'whole of government' approach that contributes to coherent policies on M&D. The approach adopted by Sweden's international cooperation agency, Sida, has been to highlight migration issues within each of its priority areas, rather than to set up a specific M&D unit. Migration issues are thus mainstreamed in two ways: in development policies (via remittances transfer, brain gain, diaspora cooperation), and in migration policies tackling development (via labour policy, circular migration, return and reinstallation). On the international scene, Sweden is an *important donor* and driver especially in eastern cooperation and dialogue frameworks, as well as within the GFMD. Finally, Sweden is a crucial actor in the European asylum process, which is also considered a development tool.

### 4.9.1. The Migration and Development concept

Sweden has *no specific M&D policy*, but within its 2008 policy for global development<sup>285</sup>, migration has been identified as one of the

six global challenges that are key to Sweden's effective contribution to the goal of equitable and sustainable global development. Hence, Sweden does not consider M&D to be a separate policy area, but argues that in

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**284** After the end of the data collection period for this study, the Government Offices of Sweden published a Programme document on "The Swedish Chairmanship of the Global Forum on Migration and Development (GFMD) 2013-2014 and Swedish participation in the UN high-level dialogue on international migration and development in autumn 2013". The programme document lays the foundation for the Swedish chairmanship of the GFMD and illustrates the involvement of the Swedish government in various international processes. Its results have neither been reflected in the country chapter on Sweden nor in the comparative part in order to have the same data collection cut-off date for all countries. The document can be accessed online at <https://www.gfmd.org/en/docs/sweden-2013-2014>.

**285** Government Offices of Sweden, *Government Communication 2005/06:204, Sweden's policy for global development*, Stockholm, 2005; viewed on 27 July 2012, <http://www.sweden.gov.se/content/1/c6/07/01/68/3e990ee4.pdf>.; Government Offices of Sweden, *Government Communication 2007/08:89, Sweden's Policy for Global Development*, Stockholm, 2007, viewed on 27 July 2012, <http://www.sweden.gov.se/content/1/c6/11/32/83/778a0c48.pdf>.

order to promote synergy linkages between M&D and to enhance the development effect of migration, *policy coherence is the entry point*. Therefore, Sweden perceives M&D as an issue that can only effectively be pursued through increasing the coherence and synergies between policies that have a positive impact on development, e.g. labour, migration, trade, social and development policies, as compared with a focus on the implementation of small-scale development projects that have a migration focus. Therefore, Sweden's *holistic approach to M&D* differs from the very hands-on approaches observed in other European countries.

The *1996 Government Bill "Swedish migration policy in a global perspective"*<sup>286</sup> represents Sweden's first attempt to deal with migration as a cross-cutting issue, highlighting that migration policy should be approached through a holistic perspective that includes refugee, immigration, control and return policies. The Bill also declares that migration should be seen as part of Sweden's foreign-, security-, trade- and development assistance policies.

The *2002 Government Bill "Shared Responsibility: Sweden's Policy for Global Development"*<sup>287</sup> provides a framework for mainstreaming migration into Sweden's overall development policy, although the document does not yet refer to the M&D concept. Instead, the Bill highlights different aspects of the migration-development nexus such as circular migration, productive investment of remittances and brain-gain. Hence, one can read: "Migration is a development issue. When

people cross borders to seek work, study or do research, this creates opportunities for development [...] Emigration can lead to a loss of human resources and waste of the investments made in education ('brain drain'). This problem should be addressed by development efforts that increase opportunities and make it more attractive for people to study and work in their country of origin. More effort is needed to improve opportunities for people in developing countries to study abroad and then return home with an education and professional qualifications. Measures must be taken to enhance the contribution to development made by migrants in their home countries in the form of business contacts and experience of other types of societies. In aggregate, the money sent home by migrants greatly exceeds expenditure on international development assistance. Sweden should seek to ensure that transaction costs are reduced, and that these resources enhance development effects."<sup>288</sup>

Two *Governmental communications*<sup>289</sup> from 2005 and 2008 finally introduced the M&D concept into the Swedish political vocabulary. The 2005 communication stipulates that "The contribution of migration policy to equitable and sustainable global development is exemplified by ... the development effects of the remittances – the money that migrants send home – and repatriation." The 2007 communication then provided action-oriented suggestions for Sweden's M&D policy, with migration flows defined as one of six key challenges in promoting equitable and sustainable global development. The Communication defines the Government's aim, which is "promoting the

<sup>286</sup> Government Bill 1996/97:25, Swedish migration policy in a global perspective, Stockholm, 1996.

<sup>287</sup> Government Bill 2002/03:122, Shared Responsibility: Sweden's Policy for Global Development, Stockholm, 2002, viewed on 27 July 2012, <http://www.sweden.gov.se/content/1/c6/02/45/20/c4527821.pdf>.

<sup>288</sup> Ibid.

<sup>289</sup> Government Offices of Sweden, 2005, op. cit.; Government Offices of Sweden, 2007, op. cit.

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integration of migration issues into developing countries' poverty reduction strategies and development plans, as well as into Swedish and EU development cooperation strategies." Indeed, Sweden wants to strengthen the positive links between migration and development through increased coherence between different policy areas, particularly with regard to labour immigration, remittances and knowledge transfer, as well as by offering protection to those who need it, for instance to refugees.

Sweden's perspective on M&D is dominated by the *concept of circular migration*. According to a high-level official within the Ministry of Justice, Sweden's understanding of circular migration differs from the widespread view according to which circular migration is equal to temporary labour programmes with a limited development impact. Instead, Sweden considers circular migration to be a *specific pattern of mobility* that should be encouraged by policy and legislation. In this perspective, labour market regulations are seen as an important tool for enhancing the migration-development nexus and the *2008 labour market reform* is considered a crucial step in facilitating circular labour migration from and towards Sweden. Most importantly, labour immigration now almost fully depends on the needs of Swedish employers; the controlling powers of government agencies are severely restricted and the labour market is open to workers of all skill levels.

The 2008 Government communication is based on the 2002 governmental bill but represents a new departure by concentrating on six global challenges that the Government has identified to be crucial for Sweden's potential to contribute to equitable and sustainable global development. Migration flows is one of the six global challenges. Three specific focus

areas have been identified for each global challenge. For migration flows, the focus areas are the following:<sup>290</sup>

1. Enhance the developmental effects of labour immigration to Sweden and the EU by:
  - Ensuring that the Swedish labour immigration policy reform helps to enhance the developmental effects of migration in developing countries, *inter alia* through circular migration;
  - Promoting productive employment, democracy, respect for human rights, and sustainable systems and institutions through development cooperation;
  - Promoting international exchanges of students, teachers and researchers.
2. Find sustainable solutions for refugees in need of protection by:
  - Supporting permanent and temporary return migration and return from Sweden;
  - Actively promoting a harmonised EU asylum and migration policy that will enhance Europe's ability to provide protection to those in need;
3. Promoting development and thereby help combat poverty, oppression, and prevent crises and conflicts that force people to flee, through effective foreign, development, security and defence policies.
4. Increase the development potential of remittances, as well as transfer of knowledge and skills to developing countries by:
  - Increasing knowledge about diasporas in Sweden and their contribution to development in countries of origin, as well as supporting activities

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290 Ibid.

that will encourage entrepreneurship among migrants in Sweden who want to contribute to development in their countries of origin;

- Promoting the transfer of knowledge from individual labour immigrants and diasporas to their countries of origin, through initiatives in private sector development, trade, development cooperation and other policy areas;
- Working for more secure and cheaper remittance transfers, *inter alia* by commissioning a website with the UK website Send Money Home as a model.

Through actions within these three focus areas, Sweden aims at both mainstreaming development issues in its migration policy (labour policy, circular migration, return and reinstallation) and mainstreaming migration issues in its development policy (remittances transfer, brain-gain, diaspora cooperation).

A concrete outcome of the Government's M&D approach was the Government's appointment in 2009 of an independent *Parliamentary Committee for circular migration and development*. The Committee's task was to map out circular migration and identify the factors that influence migrants' opportunities to circulate, i.e. to move from Sweden to their countries of origin as well as back to Sweden again. The final report "Circular migration and development - proposals and future perspectives" was presented on 31 March 2011 and contains concrete proposals in several policy areas aimed at facilitating circular migration and promoting its positive effects on development.<sup>291</sup> At the time of writing, the final report is being discussed by the government and will lead to concrete measures.

#### 4.9.2. Institutional framework and policy coherence for Migration and Development

##### 4.9.2.1 Ministerial responsibilities

The overall responsibility for M&D in the Swedish Government rests with the *Ministry of Justice* (Department for Migration and Asylum Policy) which is also responsible for Sweden's migration policy. There is, however, considerable cooperation on migration between the Ministry of Justice and the *Ministry for Foreign Affairs*. The Ministry for Foreign Affairs is responsible for coordinating Sweden's Policy for Global Development, through focal points in the ministries that contribute to the fulfilment of the PCD objective.

The Ministry of Foreign Affairs was reorganized on 1 September 2012. The Department for Development Policy was closed down. The Department was responsible for the day-to-day work on PCD and for drawing up and supervising the implementation of a number of specific policies for Sweden's international development cooperation. The policy work also included the Ministry's involvement in M&D. A small policy and analysis group with similar tasks has been established within the Department for Aid Management. This department has the responsibility for Sweden's bilateral development cooperation, for results management and methods development, and also for the coordination of PCD. Furthermore, there is a Department for Multilateral Development Co-operation. This department is also responsible for some policy areas, including M&D.

Within the Ministry of Justice, the Department for Migration and Asylum Policy deals with M&D

<sup>291</sup> Committee for Circular Migration and Development, *Final Report SOU 2011:28 - Cirkulär migration och utveckling – förslag och framåtblick*, Stockholm, 2011, viewed on 19 July 2012, <http://www.regeringen.se/content/1/c6/16/51/52/8ab268ca.pdf>.

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related issues. The MOJ and the MFA hold regular joint consultation meetings. These meetings were more frequent in the past. In the wake of the chairmanship of the Global Forum on Migration and Development, from January 2013 to June 2014, Sweden also set up a *National Secretariat for the GFMD*. The Secretariat is hosted by the Ministry of Justice but reports both to the MOJ and the MFA and is equally funded by both ministries. In addition to the preparations for the Swedish chairmanship of the GFMD, the secretariat also assists in the preparation of position papers in view of this year's summit meeting of the GFMD in Mauritius, the discussions on the post-2015 development agenda and the 2013 UN High Level Dialogue.

The governmental structure and collective decision making procedures contribute to more coherent policies on M&D. This implies that the Minister for International Development Cooperation<sup>292</sup> can discuss migration concerns at equal level with the Minister for Migration and Asylum Policy. Also the secretariat established for Sweden's chairmanship of the Global Forum for Migration and Development contributes to more coherent migration and development policies.

Following the identification of migration flows as one of six focus areas for the new start of Sweden's Policy for Global Development, an *inter-institutional network group* was established which discussed M&D issues on a regular basis and which comprised the MOJ, MFA, the Ministry of Labour, the Ministry of Integration, the Ministry of Finance, as well as Sida and the Swedish Migration Board. An important outcome of the working group (no longer in operation) is that there are now well established and functioning informal working

methods for sharing information and for regular consultations among the different ministries as it provided the basis for common grounds and a common language.

In July 2009, a *parliamentary committee on circular migration and development* was appointed to discuss the M&D nexus in more depth, but after having handed in its report in 2011, the committee was dismantled.

#### 4.9.2.2 Implementing agencies

*Sida*, which is under the responsibility of the Ministry of Foreign Affairs, manages 60% of Sweden's bilateral and multilateral aid and hence also projects which include M&D perspectives. Nevertheless, Sida has no official migration mandate, but efforts are made to integrate M&D perspectives into some of their projects and cooperation with partner countries.

The *Swedish Migration Board* also implements projects in the area of M&D. Sida and the Swedish Migration Board communicate and collaborate with each other and also implement joint projects in Eastern Europe.

*Local authorities* do not participate in the elaboration of Sweden's global policy for development, but they play an important role in the reception of refugees, as this is managed at the local level.

#### 4.9.2.3 Policy and institutional coherence

Sweden is among the most active states in the area 'Policy Coherence for Development' (PCD). In May 2003, the *Government Bill "Shared Responsibility: Sweden's policy for Global Development"*<sup>293</sup> was handed over to the Swedish

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<sup>292</sup> Within the MFA, three Ministers are appointed: The Minister for Foreign Affairs, Minister for Foreign Trade and the Minister for International Development Cooperation.

<sup>293</sup> Government Bill 2002/03:122 (2002) *Shared Responsibility: Sweden's Policy for Global Development*.

parliament. The Bill presents an overall policy for global development with a common objective, i.e. to contribute to equitable and sustainable global development for all policy areas and to be achieved through coherent policies for development. Hence, Sweden has been in the forefront internationally to pursue PCD. Through applying a *'whole of government' approach* to policy coherence for development, the entire government rather than individual ministries are responsible for attaining the overall PCD goal. Annual reports on PCD, based on contributions from different ministries, are submitted to the Swedish parliament.

Concerning *Policy Coherence in Migration and Development*, in 2007, the *Government's communication*<sup>294</sup> officially introduced migration flows as one of the six main challenges to Sweden's policy for global development, and therefore migration issues are crucial to achieving the goal of contributing to equitable and sustainable global development.

In the Swedish *Working Paper* for the 2008 GFMD Roundtable Session 3.2 *'Policy and Institutional Coherence and Partners'*<sup>295</sup>, Sweden outlines a definition for migration PCD: "Policy coherence refers to the systematic development of mutually reinforcing policies and decisions across government departments and agencies, as well as the promotion of synergies between different policy areas of relevance for migration and development, with the aim to maximize the impact on development. Policy coherence requires that development policy-makers recognize the importance of migration for achieving desired development outcomes and that migration policy-makers understand and consider the development

impacts of migration policies. Policy coherence necessitates close cooperation and coordination between relevant ministries, departments and/or agencies." Based on a survey, Sweden identifies three main elements which are essential in order to achieve policy coherence on M&D:

1. Political commitment;
2. Institutional capacity and forms of collaboration (formal and informal);
3. Financial, human and other resources.

According to a high-level official within the Ministry of Justice, coherence between M&D has been achieved on a policy level due to institutional arrangements and fruitful discussions, but the *challenge* remains to assure the *coherence of M&D objectives also within the projects* implemented. For instance, Sida has no official migration mandate up to now and the initiative to integrate M&D concerns therefore depends on individual initiatives. More generally, it was emphasised that *giving development agencies a migration mandate* would help to resolve this problem. The lack of an official mandate also partly explains why Sida staff is not aware of the objectives and challenges specific to the M&D approach. For instance, a study conducted within Sida showed that although some projects relating to remittances, diaspora engagement and local development in regions of origin, Sida staff responsible for these projects do not consider them as being M&D projects, as the concept remains blurry and relatively unknown.

#### 4.9.3. Operationalising the Migration and Development policy

In general, projects and activities within M&D are *funded on an ad-hoc basis*, there is no spe-

<sup>294</sup> Government Offices of Sweden, 2007, op. cit.

<sup>295</sup> Swedish Government, *Working Paper: Policy and Institutional Coherence within Government, Manila, Philippines, 29-30 October 2008, Stockholm, 2008*, viewed on 6 July 2012, [http://www.gfmd.org/documents/manila/gfmd\\_manila08\\_contribution\\_to\\_rt3-2\\_sweden\\_background\\_paper.pdf](http://www.gfmd.org/documents/manila/gfmd_manila08_contribution_to_rt3-2_sweden_background_paper.pdf).

cial budget line available. The funds generally stem from the budget of the *Ministry of Justice*, *Ministry of Employment* and the *Ministry for Foreign Affairs*, and also sometimes fall within the Swedish development aid portfolio. Sweden has a very transparent system of development aid attributions (Openaid), where all development projects are accessible and can be classified per countries, years, working areas and implementing partners. Given that Sweden's development aid has no separate M&D sector or budget, but that migration is expected to be mainstreamed into all relevant development aid areas, there are no figures for an overall M&D budget. The Swedish government reports costs for asylum seekers and refugees for the first twelve months of their stay as Official Development Assistance (ODA) which accounts to 8.7 percent (2010) of the total net ODA.<sup>296</sup>

Since 2007, in line with international reflections on development aid effectiveness, Sweden has adopted a *country focus approach*<sup>297</sup> in which development assistance is channelled to selected countries. Today, Sweden has 39 focus partner countries. Three categories of partner countries have been identified, with a strong regional focus on Africa and on Eastern Europe:

1. *Long-term partners (12)*: Burkina Faso, Ethiopia, Kenya, Mali, Mozambique, Rwanda, Tanzania, Uganda, Zambia, Bangladesh, Cambodia and Bolivia;
2. *Conflict or post-conflict partners (12)*: Burundi, Democratic Republic of the Congo, Liberia, Sierra Leone, Somalia,

Sudan, South Sudan, Afghanistan, Iraq, West Bank-Gaza, Colombia and Guatemala;

3. *Eastern European reform partners (8)*: Albania, Bosnia and Herzegovina, Georgia, Kosovo, Moldova, Serbia, Turkey, Ukraine and Belarus.

*In addition, Sweden has so-called partner-driven collaboration with seven countries.*

Nevertheless, projects and activities that fall under M&D are not limited to Sweden's international development cooperation but also include other countries (e.g. through the Swedish Migration Board).

As far as Sweden's international development cooperation is concerned, a review of Sida's current regional and national cooperation strategies with third countries shows<sup>298</sup> that many mention migration and/or M&D, although few approaches contain any in-depth discussion around these issues. For instance, the Sida strategy for Cambodia addresses internal and regional migration and the question of irregular migration. Also, the Regional Strategy for the Middle East and North Africa involved the issue of remittances, the demographic pressure in the region, the need to take advantage of positive effects of migration and the establishment of circular migration programmes. Finally, the Strategy for Democratic Republic of Congo mentions the role of the diaspora role in development. Nevertheless, there is no overall, coherent approach that defines Sweden's M&D cooperation with third countries.

<sup>296</sup> OECD, *ODA Reporting of in-Donor Country Refugee Costs. Members' methodologies for calculating costs*, viewed on 22 November 2012, <http://www.oecd.org/dac/aidstatistics/RefugeeCostsMethodologicalNote.pdf>.

<sup>297</sup> Ministry of Foreign Affairs, *Focused bilateral development cooperation*, Stockholm, 2007, viewed on 27 July 2012, <http://www.regeringen.se/content/1/c6/08/65/95/c70b05d5.pdf>.

<sup>298</sup> Sida, *Underlag till policy om migrationsfrågor inom svenskt utvecklingssamarbete*, Stockholm, 2010, viewed on 6 July 2012, <http://www.sida.se/Global/Development%20and%20cooperation/Underlag%20till%20policy%20om%20Migrationsfr%C3%A5gor.pdf>.



There are a series of actions which are more or less clearly linked to internal mobility and international migration, for instance:

1. Projects in rural and urban development;
2. Projects aiming at preventing and mitigating the effects of environmental and climate change;
3. Projects on health (HIV), education and other social services;
4. Projects on counter trafficking.

Annex III.viii. presents some examples of development projects within M&D.<sup>299</sup> Swedish development cooperation is also channelling assistance to *multi-national agencies* with migration related issues and activities, including to UNHCR, IOM, ILO and UNODC. Overall, Sweden prefers to participate in larger projects rather than implementing smaller projects on its own.

Concerning lessons learnt from projects, it can be concluded that, from a Swedish perspective, the success criteria for projects conducted with an M&D objective is to consider policy coherence as the main entry point for the project.

#### 4.9.4. Involvement in international fora on Migration and Development

On the international scene<sup>300</sup>, Sweden is an *important donor country* and especially highlights the need to resolve protracted refugee situations, and to enhance circular migration models as development tools. The Swedish Migration Board, as well as Sida, wishes to establish partnerships with other stakeholders, both at the governmental and the development agency level.

Sweden participates in a *variety of regional migration dialogues and processes* (Nordic High-Level Working Group on Refugee Issues, MTM, MME, Rabat Process, ACP-EU, IGC, Budapest Process and Prague Process). Also, during 2007 and 2008, Sweden chaired the IGC with the main theme being 'Circular Migration'. One priority is directed towards the eastern dimension of the EU Global Approach to Migration and Mobility and the participation in the *Prague Process Targeted Initiative* through a pilot project within the area of asylum and international protection. Sweden is also an important donor to the *Budapest Process*, especially of the Silk Road Project ("Fostering Cooperation in the Area of Migration with and in the Silk Routes Region") which is funded jointly with the Netherlands, Norway, Switzerland and Turkey. In 2001, Sweden, together with IOM and UNHCR, launched the *Söderköping Process* as a cross-border cooperation initiative on asylum and migration in order to respond to new challenges due to EU's enlargement towards the East. Sweden held the chairmanship of the Process in 2011, which was funded by the Swedish Ministry for Foreign Affairs between October 2010 and 31 March 2012. Throughout 2011 Sweden was the driving force behind the integration of the Process into the Eastern Partnership, and at the High Level Meeting of the Söderköping Process on 8 December 2011. The Söderköping Process activities have been handed over to the Eastern Partnership's newly established Panel on Migration and Asylum. In the southern dimension, with particular focus on East Africa, priority is directed towards the implementation of the EU Global Approach to Migration and Mobility through the MME-partnership.

<sup>299</sup> <http://www.openaid.se/>

<sup>300</sup> Swedish Migration Board, The Swedish Migration Board's International Strategy, Stockholm, 2011, viewed on 6 July 2012, [http://www.migrationsverket.se/download/18.57c92aec130eb7a09cf800020982/internationellstrategi2011\\_en.pdf](http://www.migrationsverket.se/download/18.57c92aec130eb7a09cf800020982/internationellstrategi2011_en.pdf).

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Within the European framework, Sweden is very much engaged in the European visa policy, with the *Stockholm Programme* by providing a five-year programme for EU's migration and asylum policy, adopted in December 2009. A separate section deals with M&D. Also, an important contribution to the implementation of the EU Global Approach to Migration and Mobility is the Swedish *participation in the Mobility Partnerships* with Moldova, Georgia and Armenia. Sweden participates, along with 14 other EU Member States, in the pilot mobility partnership with *Moldova*, which was formalized in early 2009. The Moldova project, which is headed by the Swedish Public Employment Service, seeks to promote voluntary return and the reintegration of Moldovan citizens, to collect and disseminate information on legal channels of immigration to Europe, and to boost the positive developmental impact of migration for Moldova. In *Georgia*, Sweden participates in the Czech lead project 'Supporting Reintegration of Georgian Returning Migrants', and in *Armenia*, Sweden participates in a new Twinning project with Poland, focusing on capacity building in the area of migration and asylum management<sup>301</sup>. In addition, Sweden is planning to participate in the future Mobility Partnership with *Tunisia*, with projects focusing on labour market issues and labour migration.

On the international scene, Sweden, together with Switzerland, chaired the core group of 33 governments during the *GCIM*, which took

place between 2003 and 2005. Sweden also plays an active role in the *GFMD* and is a member of the Steering Group. The Swedish government chaired two round tables and participated in country teams. The government also provided financial resources for the organization of the *GFMD*. Sweden has been particularly active with regard to the issue of policy coherence. In 2013, Sweden takes over the *chairmanship of the GFMD* and in May 2014, the *GFMD* global meeting will be held in Sweden. Hence, Swedish engagement on this topic ranges particularly high on the policy agenda. Sweden's Chairmanship of the *GFMD* is jointly led by the Minister for International Development Cooperation, Ms. Gunilla Carlsson, and the Minister for Migration and Asylum Policy, Mr. Tobias Billström. The budget for this Chairmanship is also shared equally between the Ministry for Foreign Affairs and the Ministry of Justice.

The Minister for International Development Cooperation, Ms. Gunilla Carlsson, is a member of the UN Secretary-General's High-level Panel on the Post 2015 Development Agenda. At the time of writing, a position paper for the Swedish *GFMD* chairmanship is being drafted on M&D, and Sweden convened a meeting with different stakeholders in Stockholm in to explore more thoroughly how migration could be integrated in the future global development agenda. No information was accessible on whether the link between migration and development should be addressed in the Rio+20 discussions.

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**301** European Migration Network (EMN), EMN Policy Report 2011, Sweden, Stockholm, 2011, viewed on 23 November 2012, <http://www.emnsweden.se/download/18.61f88692136ef87596180002866/SE+Policy+report+2011+-+Final+and+approved.pdf>.

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Swedish Migration Board, *The Swedish Migration Board's International Strategy*, Stockholm, 2011, viewed on 6 July 2012, [http://www.migrationsverket.se/download/18.57c92aec130eb7a09cf800020982/internationalstrategi2011\\_en.pdf](http://www.migrationsverket.se/download/18.57c92aec130eb7a09cf800020982/internationalstrategi2011_en.pdf)

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## 4.10. Switzerland<sup>302</sup>

In the past ten years the migration-development nexus has become progressively included in Switzerland's policy framework to the point where it is now firmly anchored as one of the strategic objectives of the development agenda 2013-2016. Correspondingly, the Swiss Agency for Cooperation and Development (SDC) has seen the establishment and development of a section solely dedicated to M&D. Since 2011, the interrelationship between the migration and development policy agendas benefits from enhanced interdepartmental cooperation through the "IMZ" mechanism (Internationale Migrations-Zusammenarbeit), ensuring a comprehensive approach to the external migration policy of Switzerland, and going beyond the focus on return, protection of refugees and trafficking issues of the previously existing structures of inter-departmental cooperation. This new conceptual approach is linked to a whole-of-government approach and aims to enhance policy coherence within the Swiss administration. At the international level, Switzerland promotes strengthened collaboration on migration and development issues with international and regional actors at both operational and policy levels. Switzerland is very active in policy discussions in the GFMD and the UNHLD, but also in more development oriented debates like the Post-2015 or the Post-Rio processes.

### 4.10.1. The Migration and Development concept

Over the past ten years the migration-development nexus has been introduced in a number of strategic documents. In 2004, the report of the Interdepartmental Working Group on Migration included the M&D among Switzerland's migration policy interests.<sup>303</sup> The report called for migration to be brought to the forefront in Switzerland's and its partners' development policies, and for considering migrants as potential development players in Switzerland and in their countries of origin. The rationale for this was that M&D synergies should be considered

as supportive to the wellbeing of countries of origin and transit and should therefore form part of the three axes of Switzerland's migration policy: well-being, solidarity and security.

In 2011, the Federal Council acknowledged the *international migration cooperation report (IMZ Bericht)*<sup>304</sup> to introduce a new global and more coherent orientation of the Swiss foreign policy on migration, which further strengthened areas of cooperation such as regular migration, international governance as well as M&D. Previously existing structures of inter-departmental cooperation, notably

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**302** The data collection cut-off date for the Swiss chapter was postponed to December 2012 as a strategic policy document for the Swiss development cooperation, the "Federal Council Dispatch on Swiss International Cooperation 2013-2016" where M&D has been anchored for the first time, was in the finalisation process during the second half of 2012.

**303** IMZ, *Rapport final du groupe de travail interdépartemental Migration*, Berne, 2004, viewed on 12 October 2012, [http://www.ejpd.admin.ch/content/dam/data/migration/rueckkehr/040623e\\_zus-f.pdf](http://www.ejpd.admin.ch/content/dam/data/migration/rueckkehr/040623e_zus-f.pdf). In 2003 the Federal Council established an interdepartmental working group on migration to analyze and review foreign political tools and possible interdepartmental synergies that could support a global strategy on migration. The report was approved by the Federal Council in 2004.

**304** IMZ, *Rapport sur la coopération en matière de migration Internationale*, Berne, 2011, viewed on 12 October 2012, [http://www.eda.admin.ch/etc/medialib/downloads/edazen/topics/migr.Par.0034.File.tmp/Rapport\\_Cooperation\\_en\\_matiere\\_de\\_migration\\_internationale\\_16022011\\_FR.pdf](http://www.eda.admin.ch/etc/medialib/downloads/edazen/topics/migr.Par.0034.File.tmp/Rapport_Cooperation_en_matiere_de_migration_internationale_16022011_FR.pdf)

the platform on return assistance and the former platform for migration cooperation, were merged and given a new and stronger mandate, to enhance the effect of coordination and coherence. The IMZ report presents the three principles underpinning any Swiss migration initiative, including those on M&D. The principles are the following:

1. Switzerland will apply a *global holistic approach to migration*, where the interdependency between the economic, political and social aspects of migration is taken into account.
2. The Swiss administration will work in a *whole-of-government* approach in order to achieve more coherence with the often conflicting mandates of the different actors.
3. The relationship between Switzerland and other countries will be marked by the concept of *partnership* where the vested interest of both sides can lead to a considered, mutual understanding and where solutions are decided accordingly.<sup>305</sup>

In June the same year, the Federal Council adopted the Legislature Plan 2011-2015.<sup>306</sup> The plan sets the Swiss administration's priorities for the next four years through six guidelines and thirty objectives. Migration is mentioned in objective no. 17 *Die Chancen der Migration werden genutzt und ihren Risiken wird begegnet*, which can be translated as "the opportunities that migration brings will be

used and the risks that migration poses will be managed".<sup>307</sup> The approach strives to balance Swiss interests with those of countries of origin and transit, and the development perspective applies to both. Addressing the risks of migration is an ongoing process largely aided by the Swiss concept of 'Protection in the Region' which –similar to the Danish Regions of Origin Initiative – assists in strengthening the capacities of actors in regions of origin of forced migratory movements. In his speech "Migration and Development: a Development Cooperation Perspective" in 2010, Ambassador Martin Dahinden underlined the importance of a global and holistic approach; "the development impact of migration is not limited to remittances, brain-drain or gain, and investments, but includes important socio-political and cultural dimensions".<sup>308</sup> Ambassador Dahinden also highlighted the positive impact of migration on the development of destination countries: "migration is a chance for destination countries with aging societies or labour market shortages. In many European countries, the health system would not work without the labour force from developing countries".<sup>309</sup> This country of destination development perspective was also mentioned in December 2011, at the occasion of the opening of the concluding debate of the Swiss chairmanship of the Global Forum on Migration and Development held in Geneva, when Federal Councillor Simonetta Sommaruga underlined that the starting point of Switzerland's migration policy is a national interest and

**305** IMZ, 2011, op. cit.

**306** SDC, *Global Programme Migration and Development, Annual Report 2011, With Planning Part 2012*, Berne, 2011.

**307** Translation of the author. Bundesrat, *Bundesrat verabschiedet Leitlinien und Ziele für die Legislaturplanung*, 2011, viewed on 2 November 2012, 2011-2015 <http://www.news.admin.ch/message/?lang=de&msg-id=39933>.

**308** Ambassador Martin Dahinden, *Migration and Development: a Development Cooperation Perspective*, speech for the 40 Years NADEL, Zurich, 2010.

**309** Ambassador Martin Dahinden, 2010, op. cit.

**310** Sommaruga, S., *Key Note Speech of Federal Councillor Simonetta Sommaruga on the occasion of the opening of the Concluding Debate of the Swiss Chairmanship of the Global Forum on Migration and Development held in Geneva on December 1st 2011*, Geneva, 2011, viewed on 4 November 2012, <http://www.ejpd.admin.ch/content/ejpd/en/home/dokumentation/red/2011/2011-12-01.html>.

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that sustainable migration is indispensable for Swiss development.<sup>310</sup>

Switzerland basically refers to the M&D concept as formulated in the 2005 report of the Global Commission on International Migration and the Global Approach to Migration of the European Commission. A holistic and global approach puts more emphasis on the migrants themselves, on migration as a livelihood strategy and, more generally, on migration as a development factor and on coherence for development as a challenge in this field.

Regarding future cooperation, M&D has been anchored for the first time in the Federal Council Dispatch on Swiss International Cooperation 2013-2016. In this strategic document migration is included in the thematic priorities of Swiss cooperation for development under the 5<sup>th</sup> strategic objective “to contribute to a socially sustainable globalization that facilitates development and protects the environment [since] a well-managed migration can contribute to development in the country of origin”.<sup>311</sup>

Despite this important statement by the Federal Council, there is also a continuous request by Parliament to better coordinate – where relevant – development activities with domestic concerns from an immigration perspective.

Building on the Dispatch, the section dedicated to M&D within SDC, the Global Prorgame on Migration and Development (GPMD) has adopted a strategy over the next five years (2013-17) that mentions the following areas of policy work in migration in relation to development and poverty reduction:

1. *Labour migration*: maximizing the benefits of labour migration for migrants

themselves and for their families in their home countries, and thus contributing to the development of the latter. Efforts are concentrated on access to rights, women’s migration, the implementation of more comprehensive labour migration policies (pre-departure and arrival information, return and reintegration, recruitment agency regulation, development of work inspection), and improving the situation of migrants under labour law (“decent work”,).

2. *Diaspora*: promoting the potential of migrants for sustainable development, mainly through improved framework conditions in countries of origin, transit and destination and through selected innovative initiatives of migrants’ associations and/or partners.
3. *Mainstreaming migration into development policies*: advocating for and supporting the integration of migration into development planning and in specific sector policies within the framework of poverty reduction strategies at national and local levels. These efforts include the integration of migration as a theme in SDC regular activities .
4. *Global Dialogue on M&D*: participating and influencing the global dialogue on M&D focusing on policy implementation. Supporting the creation and sharing of knowledge on specific M&D topics and advocating for structured interaction between governments and other stakeholders (civil society organisations, the Global Migration Group and the private sector) in these fora.
5. *Coherence for development in Swiss migration policy*: contributing to the

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**311** Federal Council, Message on *Switzerland’s International Cooperation in 2013–2016*, Berne, 2012, viewed on 4 November 2012, [www.deza.admin.ch/en/Dossiers/ressources/resource\\_de\\_208305.pdf](http://www.deza.admin.ch/en/Dossiers/ressources/resource_de_208305.pdf).

implementation of the new Swiss external migration policy in promoting win-win situations where Swiss development interests match domestic migration interests and bringing the development perspective into the IMZ-platform.

#### 4.10.2. Institutional framework and policy coherence for Migration and Development

At federal level, different ministries are involved in foreign migration policy-making. The *Federal department of Foreign Affairs (FDFA)* is involved in M&D through SDC and the Human Security Division (HSD). *SDC* is responsible for the overall coordination of development activities and cooperation as well as for humanitarian aid. Through the GPMD, which was established in 2009<sup>312</sup>, SDC is engaged in the international dialogue on M&D, finances operational programmes with an innovative character and supports the exchange of knowledge and experience. Programmes by SDC are crucial elements of Migration Partnerships as well as programmes under the Protection in the Region Initiative. SDC does however also manage M&D projects in countries which do not fall under the priorities identified for either a migration partnership or 'Protection in the Region'. Such programmes are run by the GPMD and increasingly also by the regional cooperation of SDC as part of their national/regional strategies. *HSD* facilitates cooperation and coordination within FDFA to ensure consistency between Swiss migration and foreign policies and has an overall coordination role regarding international dialogue on migration. They also have the lead concerning the 'Nansen Initiative' launched in 2012, and have some mainly policy related projects related to the fight against human trafficking.

The *Federal Department of Economic Affairs (FDEA)* contributes to the implementation of the Swiss external migration policy through the *State Secretariat for Economic Affairs (SECO)*. SECO is the federal government's centre of expertise for all core issues relating to economic policy. It is active in the following areas: economic development cooperation, cooperation with international organizations (ILO, Organisation for Economic Cooperation and Development (OECD)) and labour market policy. In the framework of its competence, SECO pursues activities related to migratory flows particularly in the context of international agreements covering trade in services (e.g. WTO/GATS Mode 4 and free trade agreements). SECO also cooperates with the GPMD, in particular in the sector of remittance transfers.<sup>313</sup>

The *Federal Office for Migration (FOM)* is part of the *Federal Department of Justice and Police (FDJP)* and is the lead agency for the formulation and implementation of Swiss migration policy. Concerning the international aspects of Swiss migration policy, the FOM takes a lead role regarding bilateral, as well as selected regional and multilateral migration dialogues, voluntary and forced return, prevention of irregular migration, *contribution to protection programmes and migration partnerships*. This is done in close collaboration with the FDFA.

Other Federal Departments and Offices are also involved in the inter-departmental framework IMZ, but more on an *ad hoc* basis, such as the Federal Office for Police (human trafficking and smuggling, police cooperation); the Directorate of International Law (legal issues relating to agreements, MoUs, etc.); the Directorate for

<sup>312</sup> The creation of the GPMD was part of the reorganisation process of SDC in 2008. The Global Cooperation domain is a new instrument of SEDC to respond to global challenges, the other global programmes being water, climate change and food security

<sup>313</sup> Federal Council, 2012, op. cit.

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European Affairs (EU cooperation); Federal Office of Public Health (migration and public health).

At the local level, Swiss cantons and municipalities are involved in the implementation of internal (e.g. labour market, asylum) and external migration policies (e.g. assisted voluntary return). In 2011, a process of evaluating possible cooperation opportunities on M&D with civil society organisations, diaspora organisations, think tanks, and the private sector was initiated.<sup>314</sup>

By 2008 Switzerland had anchored the concept of *Migration Partnership* in the Federal Law on Foreigners. Its aim is to strengthen cooperation on migration with countries of origin and transit by taking into account the interests all the partners involved (win-win situation), as well as to adopt a comprehensive approach to migration. A migration partnership provides a framework for all aspects of cooperation on migration issues between Switzerland and the partner country (such as, bilateral agreements and projects) and is formalised through a Memorandum of Understanding. The content is flexible and varies from one partnership to the next. The key elements of a migration partnership are, on one side, cooperation in the “traditional” areas (for example, readmission, assisted voluntary return, visa policy, fight against trafficking in human beings) and, on the other, projects in more innovative areas such as synergies between M&D.<sup>315</sup> Currently Switzerland has formalized migration partnerships with the following countries: Serbia, Bosnia and Herzegovina, and Kosovo (since 2009), Nigeria (since 2010), and Tunisia (since 2012).<sup>316</sup> A second instrument used as part of

the Swiss foreign migration policy is comprised of the above-mentioned ‘Protection in the Region’ programmes. Swiss activity in the framework of ‘Protection in the Region’ is designed to ensure that *refugees* receive effective protection as soon as possible in their region of origin and that *first host countries are supported* to provide the necessary protection for the persons concerned. The third instrument is Swiss engagement in international fora (see section 4.10.4).

In general the Federal Government has a consensual decision-making system, and the institutional backbone of decision-making is a sophisticated and effective mechanism of inter-ministerial coordination. The so called “*consultation of offices*” is in place to reduce differences among the federal offices on decisions to be taken by the Federal Council. Through this process SDC has the opportunity to address issues and to help ensure that technical and political decision are coherent with development perspectives, including those related to Switzerland’s migration policy.<sup>317</sup> In the case of foreign policy, SDC, AMS and FOM jointly and systematically evaluate whether the Swiss commitment can facilitate cooperation on migration with the concerned partner countries.<sup>318</sup> This structure, as well as other coordination platforms – predecessors of the IMZ, has helped to coordinate the work of its ministries and agencies and to enhance the coherence of its migration and development agendas for over ten years.

In accordance with the IMZ-report of 2011 and its principles, the federal administration has put in place a new structure in order to model

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**314** IMZ, 2011, op. cit.

**315** IMZ, 2011, op. cit.

**316** Reisle, M., *International Migration Cooperation-Internationale Migrationszusammenarbeit IMZ, Switzerland’s way to increase policy coherence*, EMN Conference and Cluster Meeting, Oslo, 2012.

**317** *Policy Coherence for Development*, Internal Document, March 7, 2012.

**318** IMZ, 2011, op. cit.



a coherent governmental position towards migration issues. With the new structure, former cooperation mechanisms were merged, and a revised interdepartmental architecture put in place.<sup>319</sup> Specific bodies facilitate interdepartmental coordination:

- The plenary session of the interdepartmental working group on migration (*Plenum der Interdepartementalen Arbeitsgruppe für Migration (IAM-Plenum)*) is the main strategic body for the interdepartmental coordination on migration. The IAM-Plenum meets twice per year. It is co-chaired by the FDJP and the FDFA for external migration policy issues, and by FDJP only for integration issues or internal migration policy.
- The Committee for cooperation in international migration (*Ausschuss für Internationale Migrationszusammenarbeit (IMZ-Ausschuss)*) acts as an operational body. It coordinates all the instruments of Switzerland's external migration policy (e.g. migration partnerships, assisted return programmes and protection programmes). According to its mandate, the IMZ-Ausschuss is also responsible for the development and the implementation of migration partnerships under Article 100 of the Federal Law on Foreigners. It advises the strategic body (IAM-Plenum) and manages the various thematic and geographical working groups linked with the structure. The IMZ-Ausschuss is co-chaired by SDC, FOM and HSD and convenes at least six times per year.<sup>320</sup>
- The Federal Council nominated a *Special Ambassador on International Migration Cooperation*, who embodies the "whole-of-government-approach", being tasked to represent Swiss government when a close interdepartmental cooperation on migration is needed.<sup>321</sup>

The *Federal Commission on Migration (CFM)* was established by the Federal Council on the 1<sup>st</sup> of January 2008. It was created through the merging of the former Federal Commission for Foreigners (FCF) with the Federal Commission for Refugees (FCR). It is an extra-parliamentary commission providing advice and recommendations on migration issues. It is composed of thirty members elected for the legislative period.<sup>322</sup>

#### 4.10.3. Operationalising the Migration and Development policy

##### 4.10.3.1 Priority countries and regions

Swiss development cooperation on M&D is described in the GPMD Strategy 2013-2017. At the geographical level, GPMD concentrates on the South Asia region (Sri Lanka), the Gulf and the Middle East (Lebanon, Jordan, Yemen), North Africa (Tunisia, Egypt, Morocco) and West Africa (Nigeria, Burkina, Benin). Countries touched by the Arab Spring are under particular consideration and an extension of the programme in the Horn of Africa is foreseen. Other regions may fall within the field of implementation of some of the global projects of the GPMD, or of some regular SDC projects as a result of the mainstreaming process within SDC, for example: Eastern Europe (Western Balkans, Moldova) or Asia (Nepal, Bangladesh).

##### 4.10.3.2 Project portfolio

GPMD's regular portfolio constitutes of about 30 ongoing projects at national and global level.

- *The Sri Lanka programme*: collaboration with ILO (implementation of national labour migration policy) and Helvetas (strengthening civil society actors while engaging them in pre-departure and reintegration schemes).

319 SDC, 2011, op. cit.

320 IMZ, 2011, op. cit.

321 Ibid.

322 Federal Commission on Migration: website, viewed on 3 November 2012, <http://www.ekm.admin.ch/content/ekm/en/home.html>.

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Activities include: translation of the National Migration Policy into laws and mechanisms; institutional and operational strengthening of CSOs and the launching by the government of research aiming at defining policy recommendations in the field of the reduction of psychosocial costs of migration; and a study on the tourism industry as employment opportunity for returning migrants.

- *South Asia regional programme*: support from the Nepalese-based M&D advisor for the implementation of development related migration projects in Nepal, Bangladesh and Sri Lanka contributes to identifying potential synergies, discovering opportunities for information exchanges with peers, collating more evidence on gaps between policy and implementation, and gaining a better understanding of the dynamics in the South Asia – Middle East migration corridor as well as the impact of migration on the development of these countries, especially at local level.
- *Middle East*: main policy outcomes have been defined in the Middle East programme Strategy 2012-2014: Improving regulation of the labour market system, contributing to the reform of some aspects of the kafala system, protecting the rights of migrants to develop, improving access to justice through information and capacity building activities of key civil society and government stakeholders, and supporting the dialogue between Asian countries of origin and middle eastern destination countries. The ILO project for the inclusion of domestic workers under labour law in Lebanon is ongoing and UNODC project for improving criminal justice responses to trafficking in human beings was phased out at the end of 2011.
- *Nigeria programme*: GPMD is engaged in three domains in line with its action plan and with the Migration Partnership: diaspo-

ra for development, migration and development policy, and reintegration of youth on the move within a regional dimension.

- *Tunisia programme*: the focus is on a) on reform of the *Office des tunisiens à l'étrangers* and more generally supporting contribution of diasporas to the current development of Tunisia; b) revising the M&D approach within a more general review of migration policy; c) promoting the integration of migration as a factor of development in the review process of selected sectoral policies; and d) supporting local governance for better integration of different categories of migrants, including numerous returnees, while tackling the challenges of local development.
- *Global operational projects*: GPMD is engaged in in-depth discussions with ILO, IOM, World Bank, and UNDP with clear policy outcomes in the field of M&D. Some of these joint ventures are already ongoing, for instance: diaspora (AMEDIP-ICMPD and IOM) and the impact of return on development (CRIS-University of Florence).<sup>323</sup>
- The GPMD's annual plan for 2013 foresees the launch of the following projects:
  - UNDP-IOM Joint venture that will go beyond the 4 initial pilots and include Tunisia from 2012.
  - The WB project "*Knowledge Platform on Migration and Development*".<sup>324</sup>

#### 4.10.4. Involvement in international fora on Migration and Development

Since the launch of the Berne Initiative, which led to the adoption of the International Agenda for Migration Management (IAMM), Switzerland has remained actively involved at the international stage. This is based on the conviction that regional and international

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323 SDC, 2011, op. cit.

324 Ibid.

**Table 6.** GPMD's financial plan on M&D<sup>325</sup>

Programme Components	2013 (Actual)			2013-2017 (planning)		
	in CHF	In Euro	in %	in CHF	In Euro	in %
Global Dialogue	1 610 000	1 323 080	14%	11 000 000	9 039 660	14%
Decent work	3 300 000	2 711 900	29%	20 300 000	16 682 300	26%
Migrants' contribution to development	2 380 000	1 955 850	21%	20 000 000	16 435 700	25%
Integration of Migration in the development planning	3 371 000	2 770 240	30%	23 500 000	19 312 000	29%
Coherence for development in Swiss migration policy	100 000	82 178 7	1%	1 500 000	1 232 680	2%
Misc. / Management	570 000	468 419	5%	2 700 000	2 218 830	4%
<b>Total Budget GPMD</b>	<b>11 331 000</b>	<b>9 311 670</b>	<b>100%</b>	<b>79 000 000</b>	<b>64 921 200</b>	<b>100%</b>

**Table 7.** SDC's overall engagement in the field of migration<sup>326</sup>

Programmes/ Contributions	Description	2012	
		CHF	Euro
Activities of the GPMD	Projects according to the strategy 2013-2017	8 m	6 574 300
<b>Programmes which directly address migration issues</b> (in Humanitarian Aid and Development Cooperation (South & East))	Protection of vulnerable groups, capacity building of governments & NGOs, information / sensitization / prevention, research, rehabilitation and the fight against human trafficking	48 m	39 445 800
<b>Contributions to multilateral organizations</b> dealing directly or indirectly with migration issues	UNHCR (28.5 Mio), UNRWA (14.7 Mio), WFP (42.2 Mio), ICRC (70 Mio) and IOM (0.4 Mio)	155.8 m	128 034 000
<b>Total SDC Migration (direct and indirect programmes)</b>		<b>178.4 M</b>	<b>146 607 000</b>

<sup>325</sup> SDC, Mid Term Strategy of the GPMD 2013 – 2017, Berne, 2012.; OANDA currency converter was used, exchange rate which was applied on 15 April 2013 was 0.82179. applied on 15 April 2013 was 0.82179.

<sup>326</sup> SDC, 2012, op. cit.

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cooperation is required in order to ensure adequate responses to this transnational phenomenon. Switzerland co-chaired jointly with Sweden the core group supporting the work of the Global Commission on International Migration (GCIM), which presented the milestone report “Migration in an interconnected world: New directions for action” in October 2005.

In view of the first UNHLD on Migration and Development, Switzerland engaged on various levels in the preparatory process and had an active presence in New York, arguing for, *inter alia*, periodical dialogues within the UN based on the fact that only the UN has the universality and legitimacy to serve as a clearing house as well as a catalyst for the debate on M&D. Switzerland will again support and participate in the various processes leading to the UNHLD 2013.

In addition to this, Switzerland also actively supports the GFMD and is convinced of the need for a practical, informal and action-oriented process complementary to the UNHLD. Together with Morocco, Switzerland launched the working group on policy coherence, data and research, which contributed to bring these issues to the top of the international agenda. Switzerland is also a member of the GFMD Steering Group and has always financially supported the GFMD, placing emphasis on the importance of the Support Unit. Switzerland has co-led a number of GFMD roundtables in the past, and has been an advocate and supporter for a more active inclusion of the Civil Society in the GFMD process while maintaining its state-led character. In 2011, Switzerland took over the chairmanship of the GFMD under the flagship theme “Engaging on migration

and development: coherence, capacity and cooperation”. With the support of various partners, Switzerland engaged in an innovative initiative, organizing 14 thematic meetings around the globe, establishing a direct partnership with the civil society, enhancing the GMG voice in the process in addition to direct collaboration with selected GMG members, and organizing a special event with the private sector. The focus of the 2011 GFMD was on three main areas: a) the mobility of labour and development; b) addressing of irregular migration through migration and development coherent strategies; and c) the use of tools to develop migration and development policies based on evidence and aimed at greater coherence. The concluding debate of the 2011 GFMD took place in Geneva in early December 2011.

Moreover, Switzerland is engaged in various fora to discuss the possibilities of anchoring migration as a development enabler in a sustainable, global and new, equitable development agenda. Therefore, to promote coherence between the migration and the development international/UN agendas, Switzerland decided in early 2013 to take the co-lead with Bangladesh for the thematic area “Population Dynamics”, which includes migration as a sub-theme, in the framework of the global consultations on a Post-2015 UN Development Agenda. In addition, Switzerland will promote the discussion on population/migration within the Post-Rio process while debating the future Sustainable Development Goals (SDGs).

Concerning regional processes, Switzerland is directly involved in the following regional dialogues on migration: Rabat Process, Budapest

Process, and Intergovernmental Consultations on Migration, Asylum and Refugees (IGC). Switzerland has twice held the chairmanship of the IGC (1998-99, 2008-09). Switzerland considers these processes to be instrumental in building bridges between countries of origin, transit and destination, encouraging a shared understanding of the migration phenomenon and enabling joint mechanisms to be devised to reduce the negative aspects of migration and take advantage of the opportunities it offers. It therefore supports other regional dialogues around the world, such as the Migration Dialogue for West Africa (MIDWA) and has co-funded the third global consultation of Regional Consultative Processes (RCPs) hosted by the Government of Botswana in 2011. In order to better identify opportunities in RCPs to consolidate a systematic M&D approach in certain regions, the Swiss Agency for Development and Cooperation (SDC) is supporting a mapping of RCPs that will be published in 2013.

Switzerland was one of the initial funders of the ACP Migration Observatory and has since extended its financial support. Additionally Switzerland, through SDC, supports a variety of other global projects that will strengthen the approach to M&D (cf KNOMAD and mainstreaming projects at national and local levels).

The participation of Switzerland at international fora on M&D is coordinated with all relevant ministries through the above men-

tioned IMZ-Platform, and ultimately for key political decisions by the Federal Council. This ensures that the Swiss involvement adheres to all operational aspects of the Swiss migration policy, allowing for a proactive exchange and cross-fertilization between international – national perspectives, as well as policy-operational approaches. Switzerland also maintains the practise of regular reflections and interactions with national civil society organizations.

In related fields at the international level, Switzerland is also very much active in the protection of refugees and other vulnerable groups, notably in its support to the UNHCR, IOM and other humanitarian agencies (for example, UNWRA) and actors as well as in the framework of the programme to strengthen the protection of refugees in their regions of origin ('Protection in the Region'). Switzerland condemns trafficking in human beings as a serious violation of human rights. The government has set itself the objective at the international level of making a significant, visible and verifiable contribution to the prevention of human trafficking and the protection of victims. For this reason, Switzerland supports programmes in known origin and transit countries for victims of trafficking. In addition, Switzerland is also involved in policy work and is active in the relevant multilateral forums, e.g. the UN and the OSCE, on further developing standards for improving the protection of victims of human trafficking.

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## 4.11. United Kingdom

The UK highlighted the positive and negative effects of migration on development in a White Paper already in 1997. A decade later, the Department for International Development (DfID) published a document containing a number of plans to address migration in development policies and programmes. The current UK government, however, does not have a specific policy on M&D although it acknowledges migration's potential positive effects on the development of countries of origin. Specific M&D programmes do not exist and migration is rather seen as one factor in wider development programmes. In recent years, a focus has been placed on internal and South-South migration and its effects on development as well as on return and reintegration.<sup>327</sup> DfID has a focal point on migration and there is frequent communication between different departments dealing with migration, but in comparison to other areas policy coherence efforts in the area of migration are rather weak. The UK has been actively involved in the GFMD process, in particular until the year 2010, and is actively engaged in the Budapest Process.

### 4.11.1. The Migration and Development concept

In 1997, the Secretary of State's 'White Paper on international development'<sup>328</sup> included a section on international migration, discussing the positive and negative effects of migration on development. It highlighted environmental causes as reasons for migration, along with disasters, conflict, the persecution of minorities and economic factors. The document emphasised that UK policy will not aim to reduce voluntary migration as there is no evidence to suggest that this is effective. It also stated that the UK's objective is to "help developing countries manage migration flows as beneficially as possible" by:

- Working through the UN/other international organisations/the EU;
- Being active in conflict prevention and humanitarian assistance;

- Supporting broad-based economic growth
- Funding research into the impact of migration on development and the environment, and;
- Building on skills of migrants already within the UK to promote development in their countries of origin.

In 2007, DfID came out with a document entitled 'Moving out of poverty – making migration work better for the poor', which stated that the aim of DFID's policy on migration "is to increase the benefits and reduce the risks of migration for poor people and developing countries". The document focused on poor people who make a decision to leave their home and move through regular channels within their country of origin, or across international borders, in an attempt to improve their economic situation. It distinguished between voluntary economic migration and

**327** Home Office/UK Border Agency, *Programmes and strategies in the UK fostering assisted return to and reintegration in third countries*, 2010, viewed on 7 August 2012, <http://emn.intrasoft-intl.com/Downloads/download.do?sessionId=F372276273C9DAE6DBB97C510925AC24?fileID=1002>.

**328** Secretary of State for international development, *Eliminating world poverty: A challenge for the 21st century. White Paper on international development*, 1997, viewed on 4 August 2012, <http://web.archive.nationalarchives.gov.uk/20050404190659/http://www.dfid.gov.uk/Pubs/files/whitepaper1997.pdf>

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other forms, although it recognizes that this distinction can be difficult, and set out a number of plans to address migration in development policies and programmes, namely:

- Enhance the poverty-reduction and development benefits by planning for migration;
- Increase the poverty-reduction and development benefits of remittances;
- Work in a limited number of ‘focus’ countries to support partner governments’ initiatives to develop managed migration policies that aim to reduce the risks and enhance the benefits of internal migration for poor people;
- Support increased opportunities for both skilled and low-skilled workers that take into account the labour market needs of receiving countries;
- Rebuild and strengthen systems that deliver health services, including actions that help to reduce the permanent loss of health professionals;
- Promote safe and legal migration, which includes non-discriminatory legislation, policies and practices to protect human rights and the national entitlements of men, women and children who migrate, and;
- Support the development and implementation of regional migration management frameworks.

The paper states that DFID will approach migration and development policy coherently and ensure that policies take account of the impact on poverty reduction and development in partner countries.

Two years later, in 2009, DfID’s ‘White Paper on development cooperation’ stated that migration could have positive effects (remit-

tances, bringing in new skills and business links for countries of destination and origin), but also offsetting costs such as brain drain. It stressed that the UK government aimed to harness the benefits and mitigate the costs by giving further consideration to how migration policy could help encourage and support development. The document also noted that the UK would seek to make poverty reduction a priority for EU external policies on migration.<sup>329</sup> The outcome of the 2010 general election overrode the 2007 DfID document on M&D and currently, at the time of writing, *DfID does not have an explicit M&D policy.*<sup>330</sup>

#### 4.11.2. Institutional framework and policy coherence for Migration and Development

The departments involved in migration and development policies – DfID, Foreign Affairs, the Home Office and the Ministry of Justice – are constantly *in contact* and are well aware of each other’s positions on migration (and development).

Migration currently does not feature on the list of ‘key issues’ for DfID, but it has a *focal point on migration*, who, due to the changing policy priorities, spends much less time on migration (and policy issues) than under the previous government. There are other DfID staff members who deal with migration elements, for example on country programmes or financial transfers relevant to remittances. The *migration directorate* under the *Foreign and Commonwealth Office (FCO)* prepares the UK’s contribution to the GFMD and the 2013 UNHLD. The *Home Office* is responsible for the EU’s global

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329 DFID, *Eliminating world poverty: Building our common future*, 2009, viewed at 3 August 2012, <http://www.official-documents.gov.uk/document/cm76/7656/7656.pdf>; see also House of Commons, *Migration and Development: How to make migration work for poverty reduction*, 2004, viewed on 12 August 2012, <http://www.publications.parliament.uk/pa/cm200304/cmselect/cmintdev/79/79.pdf>.

330 DFID, *Moving out of poverty – making migration work better for poor people*, 2007, viewed on 17 August 2012, [http://www.migrationdc.org/publications/other\\_publications/Moving\\_Out\\_of\\_Poverty.pdf](http://www.migrationdc.org/publications/other_publications/Moving_Out_of_Poverty.pdf).



approach and the various dialogues within the EU framework. There is a commitment between the FCO and the UK Border Agency (part of the Home Office) that up to 40 % of the posts in the UK Border Agency's international group are filled with FCO staff to ensure optimal alignment between visa and foreign policies.

Cross-governmental discussions on the links between temporary and circular migration and international development efforts are recent, decentralized (i.e. they often take place at the DfID offices in partner countries) and are mostly organised on an *ad hoc* basis.<sup>331</sup>

An IOM study on PCD conducted in 2008 came up with the following findings in relation to the UK:

1. *Mainstreaming migration into development*: The UK development community has not yet managed to mainstream migration into the UK development policy agenda, partly due to a lack of consensus on the impact of migration on development and the types of measures to be taken. There is tension between prioritizing structural factors (for example, bad governance or inadequate infrastructure) and migration-related interventions. Activities on remittances and the rest of the migration-development nexus also appear operationally disconnected.
2. *Mainstreaming development into migration policies*: There are some efforts to foster cross-government action on migration. DfID also sits on the Home Office Voluntary Returns Steering

Group. However, on the whole, there is a lack of integrated thinking within government as a whole in this area, primarily because of the inherent tensions in policymaking on migration and development.

IOM found that policy *incoherence results principally from a hierarchy of ministries* and of policy *priorities*, in which development priorities for the benefit of sending countries comes second to the UK's immediate interests. There were also inherent *conflicts of objectives*, with DfID being concerned that remittances reach the poorest, whereas the Treasury was focused on the legality of transfers. Migration authorities may want to play down country risk assessments because of the implications for asylum claims, whereas DfID may want to highlight the need for preventive humanitarian action. Trade negotiators may be reluctant to open the door to lower-skilled workers from developing countries while DfID may be supporting developing country negotiators to obtain more development-friendly outcomes.<sup>332</sup>

In 2010, the OECD DAC found that the UK's policy coherence efforts in the area of migration are weak compared to other areas. According to the OECD DAC, more could be done to ensure consistency between the UK migration policy and its development objectives. The DAC recommended that the UK should make better use of research done by UK institutes in strengthening coherence in the area of migration.<sup>333</sup>

Until 2010, cross-government public service agreements (PSAs) existed, which aimed

**331** Home Office/UK Border Agency, *Temporary and Circular Migration: Empirical Evidence, Current Policy Practice and Future Options in EU Member States*, 2011c, viewed on 7 August 2012, <http://emn.intrasoft-intl.com/Downloads/download.do;jsessionid=F372276273C9DAE6DBB97C510925AC24?fileID=1671>.

**332** IOM, 2008, op. cit.

**333** OECD DAC, *The United Kingdom: Development Assistance Peer Review*, 2010, viewed on 10 August 2012. Available at: <http://www.oecd.org/dataoecd/49/20/45519815.pdf>.

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to reinforce coherence among UK policies and help develop a whole-of-government approach. PSA 3 on migration focused on four key delivery priorities:

1. Strengthening UK borders;
2. Fast-tracking asylum decisions;
3. Compliance with UK immigration laws, and;
4. Boosting Britain's economy.<sup>334</sup>

These PSAs no longer exist. The current government does not place a great amount of emphasis on the link between migration and development and how to make it stronger in UK policies. DfID makes its position known through its Minister in the Cabinet but has to be realistic on what it can and cannot achieve. Like other EU Member States, the government has also made political and legal commitments to promoting Policy Coherence for Development (PCD) in EU Treaties and in EU policy documents respectively – most notably in this context the Global Approach to Migration and Mobility. The Lisbon Treaty, which entered into force in December 2009, states that the Union “[...] shall take account of the objectives of development cooperation in the policies that it implements which are likely to affect developing countries”.<sup>335</sup> More information on these EU policies can be found in chapter 4.12 on the European Union.

#### 4.11.3. Operationalising the Migration and Development policy

The UK adopted a *Code of practice for the international recruitment of healthcare professionals* in 2001, changed in 2004. The Code aims to prevent brain-drain and promotes standards of practice in the ethical interna-

tional recruitment of healthcare professionals. All employers are strongly commended to adhere to this code of practice. The Code does not aim to prevent all international recruitment from countries facing difficulties, but only active recruitment.

The UK participates in the Global *Remittances Working Group*, co-chairs the Inter-Agency Remittances Task Force and has contributed to the Consultative Group to Assist the Poor's (CGAP's) Technology Programme which has conducted feasibility studies and pilots to test branchless banking approaches to transferring remittances across borders.

The UK has supported several multi-year *M&D research programmes*. Between 2003 and 2009 it supported the 'Development Research Centre on Migration, Globalisation and Poverty', which undertook research, capacity building and dialogue on evidence-based and pro-poor migration policies. Building on this programme, the 2010-2016 'Migrating out of Poverty' (budget EUR 7 485 290 or £6 400 000) research programme focuses on the relationship between regional migration, internal migration and poverty, and is located in six regions across Asia, Africa and Europe. It conducts research on how to maximise the poverty reducing and developmental impacts of migration and minimise the costs and risks of migration for the poor. This includes generating new knowledge related to migration and poverty; creating new datasets; engaging policymakers, and building capacity to understand and research migration and poverty linkages. The Migrating out of Poverty RPC has been established as a partnership between research

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**334** HMG, *PSA Delivery Agreement 3: Ensure controlled, fair migration that protects the public and contributes to economic growth*, 2007, viewed on 6 August 2012, [http://www.hm-treasury.gov.uk/d/pbr\\_csr07\\_psa3.pdf](http://www.hm-treasury.gov.uk/d/pbr_csr07_psa3.pdf).

**335** EU, *Treaty on the Functioning of the European Union* (Article 208), 2007, viewed on 18 February 2013, <http://www.lisbon-treaty.org/wcm/the-lisbon-treaty/treaty-on-the-functioning-of-the-european-union-and-comments/part-5-external-action-by-the-union/title-3-cooperation-with-third-countries-and-humanitarian-aid/chapter-1-development-cooperation/496-article-208.html>.

institutions in Bangladesh, UK, Ghana, Kenya, Singapore and South Africa, all working on the links between migration and development.

#### 4.11.3.1 Priority regions and countries

DfID country offices choose the partners they work with (e.g. NGOs, European aid agencies, universities, etc.), which makes it difficult to generalize who its priority partners are. Depending on the country context, DfID chooses its partners. At headquarters, the policy division responsible for migration has mainly worked with academics from the University of Sussex.

1. *Eastern and Southern Africa*: Eritrea, Lesotho, Somalia, Sudan, South Sudan, Zambia, Ethiopia, Malawi, South Africa, Tanzania, Zimbabwe, Kenya, Mozambique, Uganda, Angola, DRC, Niger, Sierra Leone;
2. *West and Central Africa*: Burundi, Ghana, Nigeria, The Gambia, Cameroon, Liberia, Rwanda;
3. *Middle East*: Iraq, Occupied Palestinian Territories, Yemen;
4. *South Asia*: Afghanistan, Nepal, Bangladesh, Pakistan, India, Sri Lanka;
5. *Central Asia*: Kyrgyzstan, Tajikistan;
6. *East Asia and Pacific*: Burma, Indonesia, Cambodia, Vietnam, China;
7. *Caribbean*: Antigua and Barbuda, Grenada, Jamaica, St. Vincent and the Grenadines, Belize, Guyana, St. Kitts and Nevis, Dominica, Haiti, St. Lucia;
8. *Europe*: Bosnia Herzegovina, Russia, Kosovo, Serbia, Moldova;
9. *Latin America*: Brazil.

#### 4.11.3.2 Lessons learnt

In terms of labour migration, the UK does not currently have a national policy that promotes temporary and circular migration for the purpose of development in countries of origin. To date the focus has largely been on *ad hoc* initiatives.<sup>336</sup> A study by the Home Office/UK Border Agency for the European Migration Network on lessons learnt on circular/temporary migration in the UK found that:

- A lack of clear definitions and associated immigration categories creates challenges in assessing patterns of temporary and circular migration;
- The current UK Government debate on migration leaves scope for future policy developments on temporary and circular migration without affecting the level of permanent settlement;
- While there is no national policy for circular migration, there are examples of successful *ad hoc* collaboration between the UK and countries in the South, which focus on a 'bottom-up' approach and evidence potential benefits of a 'triple win' (see below on MTI), and;
- The role of social benefit portability as an incentive for migration from the UK to countries of origin remains under-explored.<sup>337</sup>

The *Medical Training Initiative* (in place since 2006) accommodates overseas post-graduate medical specialists to undertake a fixed period of training and experience in the UK for up to two years. Its popularity is based on its potential to achieve a 'triple win' through promoting the UK educational sector abroad, enhancing participants' skills and allowing countries of origin to capitalise on these skills upon their

**336** Home Office/UK Border Agency, 2011c, op. cit.

**337** Home Office/UK Border Agency, 2011c, op. cit.

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return. Since April 2010 the Academy of Medical Royal Colleges has acted as a sponsor. Rather than being centrally regulated these types of movements are managed through partnerships between the UK's medical Royal Colleges. Ongoing discussions focus on how the MTI can be altered to further maximise its positive impact on overall national development in countries of origin as well as the health sector in the UK.<sup>338</sup>

In Kazakhstan, Kyrgyzstan, Tajikistan and Russia, IOM (responsible for policy work with government and service delivery), UN Women (gender) and the World Bank (policy work, remittances and economic growth analysis) are currently implementing DfID's *Regional Migration Programme in Asia* with a budget in 2010-2013 of EUR 7 000 370 or £ 5 985 385<sup>339</sup> to protect the rights and enhance the social and economic benefits of migrant men, women and their families and ensure labour migration benefits in both labour-sending and labour-receiving countries. The programme addresses issues relating to governance and institutional reforms, service delivery to migrants, gender issues in the migration process, and working with mass media. In 2011, some challenges were identified on improving gender integration in policy development, increasing understanding of the opportunities offered by labour migrants from Central Asia, and mainstreaming a gender sensitive and rights-based development perspective into relevant labour migration policies in each country in bilateral

and regional political dialogues.<sup>340</sup> A paper by INTRAC examines the main challenges DFID has encountered in working with diasporas:<sup>341</sup>

- Ensuring DFID engages with as 'representative' a range of diaspora groups as possible, particularly in regard to countries with conflicting political factions;
- To be aware of different levels of capacity of diaspora groups, adapt DFID's ways of working, and try to support groups un-reached by competitive processes;
- Building trust and increasing communication between DFID, 'traditional development actors' and diaspora groups, against conflicting and sometimes prejudicial narratives about migration;
- Gaining a better understanding of the role and impact of different types of diaspora groups in the long term.

#### 4.11.4. Involvement in international fora on Migration and Development

The UK has placed importance on engaging in the Budapest Process, which allows for discussions on migration issues with partners as part of an established expert network and along a key migration route.<sup>342</sup> The EU Dialogues with the European neighbourhood and Latin America are not necessarily relevant to DfID's work as DfID does not have country offices in these countries/regions (e.g. Latin America, North Africa).

The UK has taken part of and provided funding to the MTM i-Map, a long-term project

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**338** Home Office/UK Border Agency, 2011c, op. cit.

**339** OANDA currency converter was used, exchange rate which was applied on 15 April 2013 was 1.16958.

**340** GFMD, *Central Asia Regional Migration Programme*, 2011, viewed on 12 August 2012, <http://www.gfmd.org/en/pfp/practices/item/186-central-asia-regional-migration-programme-carmp>.

**341** INTRAC, *'Courting the Diaspora': Emerging roles of diaspora groups in the international development industry*, 2009, viewed on 18 August 2012, <http://www.intrac.org/data/files/resources/707/Briefing-Paper-27-Courting-the-Diaspora.pdf>.

**342** Home Office/UK Border Agency, *UK Annual Policy Report 2010: Prepared for the European Migration Network*, 2011a, viewed on 12 August 2012, [www.emn.intrasoft-intl.com/Downloads/download.do?sessionId=82EE86CB1966AF25C60052A8F8B116DB?fileID=2021](http://www.emn.intrasoft-intl.com/Downloads/download.do?sessionId=82EE86CB1966AF25C60052A8F8B116DB?fileID=2021).

building an information database and tool on migration around the Mediterranean. This tool is used to inform the UK on strategies and operations in place to address irregular migration in the region. The UK also participates in intelligence fora with third countries to identify and tackle threats related to smuggling.<sup>343</sup>

The UK considers itself to be a great supporter of the GFMD. The government has been actively involved in the GFMD, in particular until the year 2010, having chaired three round tables and participated in several round-table government teams and provided voluntary contributions. The UK finds the Forum useful as it is inclusive and the only one of its kind at the international level that discusses migration, which is a rather sensitive topic. Because the GFMD is informal and non-binding without

conditional texts for agreement, participants tend to speak more freely. In addition to informal exchange it is important to build policy and programme implementation on the evidence available and generate knowledge about different ways of governing migration. In the UK's view, the GFMD has become much more practical and has been used to share good practices in recent years (e.g. the UK presented its Foresight study on migration and the environment<sup>344</sup>). The GFMD's Platform for Partnerships is another very useful method to share and learn about practices.

During the data collection period the UK did not yet put forward proposals or first indications of its position for the upcoming UNHLD and negotiations towards a post-2015 global development framework.

**343** Home Office/UK Border Agency, 2011a, op. cit.

**344** Government Office for Science, *Migration and Global Environmental Change: Future Challenges and Opportunities*, 2011, viewed on 23 August 2012, <http://www.bis.gov.uk/assets/foresight/docs/migration/11-1116-migration-and-global-environmental-change.pdf>

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INTRAC, *'Courting the Diaspora': Emerging roles of diaspora groups in the international development industry*, 2009, viewed on 18 August 2012, <http://www.intrac.org/data/files/resources/707/Briefing-Paper-27-Courting-the-Diaspora.pdf>.

OECD DAC, *The United Kingdom: Development Assistance Peer Review*, 2010, viewed on 10 August 2012. Available at: <http://www.oecd.org/dataoecd/49/20/45519815.pdf>.

Secretary of State for international development, *Eliminating world poverty: A challenge for the 21st century. White Paper on international development*, 1997, viewed on 4 August 2012, <http://webarchive.nationalarchives.gov.uk/20050404190659/http://www.dfid.gov.uk/Pubs/files/whitepaper1997.pdf>.

## 4.12. European Commission

In the past decades European policy discussions on migration has gained greater prominence, and is shaping the socio-economic value system and developments in the European Union. The topic of M&D has been introduced progressively in strategic documents since the late 90s until becoming one of the three pillars of the Global Approach on Migration (GAM) in 2005, which was reconfirmed in the 2011 Global Approach to Migration and Mobility (GAMM). Whereas in the past, the EU's development policy was geared at tackling the root causes of migration to eventually halt outward migration from developing countries, the understanding of the nexus between M&D has broadened significantly over the last decade. Currently, the relationship between M&D is seen as complex as it encompasses a variety of dimensions. The EC follows a comprehensive approach towards M&D that puts emphasis on consistency between development and migration policies and encompasses all types of people on the move, be it vulnerable migrants such as victims of trafficking, asylum seekers or stranded migrants. The GAMM places migrants' rights at the centre and introduces a migrant-centred approach. Harmonization in the area of migration has gradually been delegated by the member states to the European Union, while certain specific issues, such as admission quotas of third country nationals, for example, have been excluded. Since the Treaty of Lisbon, at EU level, the Council shares competence with the EU Parliament regarding a greater number of policies related to migration. The EU has taken a number of steps towards improving coherence of migration policies with development objectives. Yet, there is scope for more action regarding policies, inter-institutional coherence, and coherence between policies of different Member States. The latter uphold sovereignty for some parts of migration policies relevant to development. The EU's main strategic long-term cooperation framework for migration management with partner countries is the Mobility Partnership. The EU engages in political dialogues at a high level with various regions regarding M&D issues. The EU and its Member States have been actively involved in the Global Forum on Migration and Development (GFMD).

### 4.12.1. The Migration and Development concept

Following the recommendations of the High Level Working Group on Asylum and Migration, which was set up by the European Council in 1998, the *Tampere European Council Conclusions of 1999* called for "a comprehensive approach to migration addressing political, human rights and development issues

in countries and regions of origin and transit".<sup>345</sup> One of the objectives was to establish partnerships with third countries. This was the first time that the EU explicitly linked migration to its development objectives, thereby going beyond the security-oriented "more development for less migration" policies of the 1980s and 1990s.

**345** Council of the EU, *Tampere European Council Presidency Conclusions*, 15-16.10.1999, 1999, viewed on 10 July 2012, [http://www.europarl.europa.eu/summits/tam\\_en.htm](http://www.europarl.europa.eu/summits/tam_en.htm).

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In 2002, the EC confirmed the ambitions to integrate M&D issues in its *Communication on Integrating Migration Issues in the European Union's Relations with Third Countries*.<sup>346</sup> By recognising the potential benefit of remittances and introducing policy options to mitigate the negative brain-drain effect on developing countries, the Communication led the way towards a more development focused approach of migration policies. In addition, it called for integration of migration aspects into development strategies, i.e. the country/regional strategy papers supported by EU Development Funding. Yet the long-term priority as stated in the Communication was to address the root causes of migration flows as well as to prevent irregular migration, which lead critics to argue that the security aspect in EU migration policies, rather than maximising its developmental impact, still remains a priority.<sup>347</sup> The Council Conclusions to this Communication in 2003 recognise the link between M&D as a central aspect for future comprehensive approaches on migration for the EU.

In 2004, with the adoption of the *Hague Programme* (2005-2010) by the EC, the follow-up Programme to the Tampere Conclusions to strengthen freedom, security and justice within

EU Member States, the aim of achieving partnerships with third countries (countries of origin and transit) was reiterated.<sup>348</sup> The Hague Programme introduced an ambitious agenda with areas relevant to M&D, such as an integration policy with equal opportunities for third-country nationals, the protection of refugees outside the EU and a policy plan on legal economic migration.<sup>349</sup> However, much of the envisaged partnerships centred around the readmission of irregular migrants and failed asylum seekers. Clear commitments for legal migration and immigrant's integration at EU level were still lacking, as details and the implementation for both were left to the Member States.<sup>350</sup> At the same time, the Council called on the European Commission to appoint a Special Representative for a common readmission policy.

Since 2005 migration has been identified as one of the priorities within the *Policy Coherence for Development (PCD) Agenda*. Further specifying long existing legal commitments to take into account development objectives into all policies that can affect developing countries, the 2005/2006 *European Consensus on Development* specified and politically reinvigorated the EU's commitment to PCD.<sup>351</sup> It required policies in all areas, including migration, to take into account development objectives and reiterated

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**346** EC, *Communication from the Commission to the Council and the European Parliament - Integrating migration issues in the European Union's relations with Third Countries - I. Migration and development - II. Report on the effectiveness of financial resources available at community level for repatriation of immigrants and rejected asylum seekers, for management of external borders and for asylum and migration projects in third countries*. COM(2002) 703 final, 2002.

**347** Collyer, *The Development Challenges and the European Union. EU-US Immigration Systems 2011/08*, Robert Schuman Centre for Advanced Studies, San Domenico di Fiesole (FI): European University Institute, 2011.

**348** Council of the EU, *Area of Freedom, Security and Justice: The Hague Programme, Council Presidency Conclusions, 4.-5.11.2004*, 2004, viewed on 10 July 2012, [http://www.consilium.europa.eu/uedocs/cms\\_data/docs/pressdata/en/ec/82534.pdf](http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/ec/82534.pdf).

**349** The Policy plan on legal migration included four specific directives proposals: A proposal for a directive on the conditions of entry and residence of highly skilled workers; A proposal for a directive on the conditions of entry and residence of seasonal workers; A proposal for a directive on the procedures regulating the entry into, the temporary stay and residence of Intra-Corporate Transferees (ICT) and a proposal for a directive on the conditions of entry and residence of remunerated trainees. See EC, *Communication from the Commission – Policy on Legal Migration*, SEC(2005) 1680, 2005e, viewed on 12 July 2012, [http://eur-lex.europa.eu/LexUriServ/site/en/com/2005/com2005\\_0669en01.pdf](http://eur-lex.europa.eu/LexUriServ/site/en/com/2005/com2005_0669en01.pdf).

**350** See Van Selm, J., *The Hague Program Reflects New European Realities*. Washington DC: Migration Policy Institute, 2005, viewed on 12 July 2012, <http://www.migrationinformation.org/Feature/display.cfm?ID=276>.

**351** European Council, European Commission and European Parliament, *The European Consensus on Development, 2006*, viewed on 15 July 2012, [http://ec.europa.eu/development/center/repository/european\\_consensus\\_2005\\_en.pdf](http://ec.europa.eu/development/center/repository/european_consensus_2005_en.pdf).



the call for greater inclusion of migration issues in development policies.

In September 2005 the EC published another *Communication on Migration and Development*, which reflected upon the state of the art on M&D much more than the Communication in 2002 did.<sup>352</sup> Instead of focusing on the reduction of “push factors” for migration, innovative ideas on how to make migration work for development (circular migration, diaspora involvement, etc.) were developed.

In 2005, following this Communication, the Council adopted the *Global Approach on Migration (GAM)*.<sup>353</sup> The GAM covers the external aspects of EU’s migration policy in three sections:

1. Legal migration (especially management of legal migration);
2. Irregular migration (prevention and reduction);
3. Migration and development (strengthening the link between the two, in the interest of the country of origin).

The last section of this Communication formally recognises the impact of migration on development. Being the key document of the EU’s approach to M&D, the GAM has been the subject of several Communications of the Commission, which among other issues dealt with the evaluation, application and strengthening of the approach.<sup>354</sup>

In 2010 the *Stockholm Programme*, in the area of Justice and Home Affairs, was adopted, and replaced the Hague Programme.<sup>355</sup> The new Programme confirmed the Global Approach to Migration and, building on a concept proposed by the EC in 2006, introduced Mobility Partnerships as the main tool for migration management with third countries. Specifically in the area of migration and development, the Programme chooses three clear priorities:

1. Facilitation of remittances;
2. Diaspora engagement;
3. Circular migration.

However, instead of introducing plans for concrete circular migration schemes, the recommendations on circular migration do not go beyond the call to further explore this matter. This leaves the negotiations of Mobility Partnerships as the main tool for temporary migration agreements. At the same time the Programme emphasises that migration policies should be linked to the development of opportunities for decent and productive work and improved livelihood options in third countries, so as to minimise brain-drain.

Moreover, being concerned about the effects of *climate change* on M&D, the EU Member States invited the EC to prepare a study on the effects of climate change on international migration. Yet, access to EU labour markets and a common labour migration strategy

**352** EC, 2005b, op. cit..

**353** Some scholars perceive the adoption of the GAM as the point at which the migration-development nexus was taken seriously within EU migration policies (see Collyer, 2011, op. cit.). Council of the EU, 2005, op. cit.

**354** These Commission Communications include “Priority actions for responding to the challenges of migration: First follow-up to Hampton Court” of 2005 (EC, COM(2005) 621 final, 2005c.), “The Global Approach to Migration one year on: Towards a comprehensive European migration policy” of 2006 (EC, COM (2006) 735, 2006, viewed on 20 July 2012, [http://ec.europa.eu/development/icenter/repository/COMM\\_PDF\\_COM\\_2006\\_0735\\_F\\_EN\\_ACTE.pdf](http://ec.europa.eu/development/icenter/repository/COMM_PDF_COM_2006_0735_F_EN_ACTE.pdf)), “Applying the Global Approach to Migration to the East and South-Eastern regions neighbouring the European Union” of 2007 (EC, COM (2007) 247, 2007c) and “Strengthening the Global Approach to Migration: Increasing coordination, coherence and synergies” of 2008 (EC, COM (2008) 611, 2008, viewed on 20 July 2012, <http://www.statewatch.org/news/2008/oct/eu-com-global-migration-2008-611-3.pdf>).

**355** Council of the EU, *The Stockholm Programme – An open and secure Europe serving and protecting its citizens*, 2010/C115/01, 2010, viewed on 15 July 2012, <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2010:115:0001:0038:en:PDF>.

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was put not on the agenda, as the elements of the policy plan on legal migration set out in the Hague Programme proved difficult to adopt and the EU Member States were not able to agree on a more open and coordinated immigration policy. One significant element of the Programme is the commitment to grant third-country nationals “rights and obligations comparable to those of EU citizens” by 2014, which goes back to the programme of Tampere.

In November 2011, after another evaluation of the GAM, the EC put forward the latest proposal on the Global Approach by enhancing the GAM and adding mobility as an extra dimension to EU’s approach “in order to reap the benefits that well-managed migration can bring and respond to the challenges of changing migration trends”.<sup>356</sup> The new proposal, named *Global Approach to Migration and Mobility (GAMM)*<sup>357</sup>, aims to launch a more strategic phase of dialogue and cooperation with third countries, and to promote a more evidence-based use of the Global Approach instruments, as well as to make dialogue and partnerships more sustainable and progressive.

Building on the GAM, one of the four central pillars of the Global Approach concerns M&D that reaffirms the operational strategy to maximise the development impact of migration and mobility. The GAMM also puts migrants at the centre of the approach and aims to promote mainstreaming of human rights protection throughout the migration cycle, an aspect that was lacking in the GAM. For the first time,

the need to address environmentally-induced migration was mentioned.

Accompanying the Communication of the GAMM, the EC published a *staff working paper on ‘Migration and Development’* as annex, in which the tools and concepts of M&D are outlined.<sup>358</sup> Whereas the GAMM reconfirms the Global Approach “as the overarching framework of the EU external migration [...] policy” in which M&D is embedded, this staff working paper recognises that the M&D pillar of the GAMM is still taking shape, and that the “current reflection focuses on the need for a new paradigm which encompasses migration as a factor of development and economic growth in the medium and long term, and hence as a component of EU development policy alongside other sectors such as education, or health”.<sup>359</sup> Since the adoption of the Global Approach in 2005, remittances, diaspora engagement, circular migration, and measures against brain-drain have been key aspects of European policies with regards to M&D. The Commission staff working paper on M&D accompanying the GAMM, however, aims to broaden the conceptual understanding between migration and development and argues that “the challenges faced by partner countries as regards the link between development and migration are much broader and more complex than those which have been addressed so far”.<sup>360</sup> Thus, the Commission calls for enhancing governance of migration processes in a development perspective at all levels of policy making: from the global to the national.

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**356** EC, 2011a, op. cit. p. 3.

**357** The official Conclusions have not been published in the Official Journal, for the draft Council Conclusions, see Council of the EU, *Draft Conclusions on the Global Approach to Migration and Mobility*, 8361/12, 2012, viewed on 24 July 2012, <http://www.statewatch.org/news/2012/apr/eu-council-global-approach-migration-8361-12.pdf>.

**358** EC, 2011b, op. cit..

**359** See EC, 2011a, op. cit.

**360** EC, 2011b, op. cit.

The *relationship between migration and development* is seen as complex as it encompasses a variety of dimensions. Whereas in the past, the EU conceived of development policy tackling the root causes of migration and eventually halting outward migration from developing countries, the understanding of the nexus between M&D has broadened significantly during the last decade.<sup>361</sup> Nevertheless, much of the interrelations between the economic and social consequences of migration and asylum, as well as policies in other sectors affecting migration, still requires a better understanding.<sup>362</sup>

Migration is conceived as having *positive as well as potentially negative effects* on development as it offers opportunities, but it can equally create challenges. A key priority thus lies in “maximizing the positive impact of migration on the development of partner countries while limiting its negative consequences”.<sup>363</sup> Development policies, for example aimed at the creation of decent jobs,<sup>364</sup> and their effects on migration processes are still a key policy concern for the Council of the EU in M&D, with the official aim to make the decision to migrate a choice rather than a necessity.<sup>365</sup>

Since the Tampere Council in 1999, and especially after the 2005 EU Consensus on Development, migration issues have been included in the political dialogue with devel-

oping partner countries and are systematically incorporated in *development cooperation*. The most recent EU development strategy “*Increasing the impact of EU Development Policy: an Agenda for Change*” (2011) emphasises that “in terms of the development-migration nexus, the EU should assist developing countries in strengthening their policies, capacities and activities in the area of migration and mobility, with a view to maximizing the development impact of the increased regional and global mobility of people”.<sup>366</sup>

Whereas in the past EU development cooperation seemed to address mostly the push factors for migration in order to reduce migration flows, a more comprehensive approach is now being used. Migration and asylum issues are systematically integrated into development cooperation and are mainstreamed into the development cooperation frameworks of third countries (i.e. Poverty Reduction Strategy Papers), including strategies on poverty reduction and sustainable development. These new developments put more emphasis on capacity building and on achieving consistency between development and migration policies, rather than only focusing on the push factors of migration. The EC notes that such mainstreaming exercises, supported by the EU, have already been carried out in Morocco, Ghana, are ongoing in Mali, and are considered for the Philippines.<sup>367</sup> In the draft conclusions on

**361** Higazi, A., *Integrating Migration and Development Policies: Challenges for ACP-EU Cooperation*. ECDPM Discussion Paper No. 62, 2005, viewed on 20 July 2012, [http://www.ecdpm.org/Web\\_ECDPM/Web/Content/Download.nsf/0/ECB51F3772CD718FC125798E005568E7/\\$FILE/05-62e-ah.pdf](http://www.ecdpm.org/Web_ECDPM/Web/Content/Download.nsf/0/ECB51F3772CD718FC125798E005568E7/$FILE/05-62e-ah.pdf).

**362** EC, 2011b, op. cit.

**363** EC, 2011b, op. cit.

**364** Europe Press Release Rapid, *The EU's Response to the Arab Spring*, *Memo/11/918*, 2011, viewed on 27 July 2012, <http://europa.eu/rapid/pressReleasesAction.do?reference=MEMO/11/918&format=HTML&aged=0&language=EN&guiLanguage=en>.

**365** Council of the EU, 2012, op. cit.

**366** EC, *Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, Increasing the impact of EU development policy: An agenda for change. COM(2011) 637 final*, 2011f, p. 12, viewed on 21 July 2012, <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2011:0637:FIN:EN:PDF>.

**367** EC, 2011b, op. cit.

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the GAMM, the Council recommends assisting partner countries to further mainstream migration into development cooperation and into policies in a wide range of sectors by making use of the EU sponsored migration profiles, i.e. country-owned tools that are prepared with a broad range of stakeholders that aim to provide useful background information for evidence-based policymaking.<sup>368</sup>

As a future priority, the EU emphasises the interrelationship between migration, development and employment with special focus on the young.<sup>369</sup> Efforts are likely to be directed at enhancing opportunities through mobility partnerships, as well as at creating jobs in the countries of origin, in order to maximise the young generations' potential as drivers for change towards inclusive and sustainable development.

Development cooperation in the area of migration will also increasingly target the linkages between climate change, migration and development.<sup>370</sup>

#### 4.12.1.1 Thematic focus areas

The GAMM recognizes that protection and the appreciation of migrants' social, financial, human and cultural capital has a positive effect for the development impact of mobility, as many people see increased opportunities for international migration as a livelihood strategy and tool for future well-being.<sup>371</sup>

The GAMM thus views the *human rights of migrants* as a cross-cutting issue that is to be strengthened in source, transit and destination countries.

Due to the broad concept of migration and development, and especially through introducing a migrant centred and rights-based approach, the EU's policies on M&D *encompasses all types of people* on the move, be it vulnerable migrants such as victims of trafficking, asylum seekers or stranded migrants, skilled and lower skilled labour migrants on the search for better opportunities, as well as migrants who have established themselves in the receiving country.

Past and possible future *policy tools* of the EU to strengthen M&D in the framework of the Global Approach, as well as in development cooperation, are presented and discussed below.

The *facilitation of remittances* has gradually emerged within EU policies and initiatives since 2005.

There are three main areas of EU commitments on remittances: (a) favouring cheaper, faster and more secure remittance flows; (b) improving data on remittances; and (c) enhancing the development impact of remittances from the EU. These have been reconfirmed by the Council with an emphasis on ensuring coherence with other development priorities.<sup>372</sup> The European EC itself has made substantial progress with regards to remittance facilitation since 2009.<sup>373</sup>

The main initiative at the European level concerns the implementation of the Payment Services Directive (PSD) aiming to make

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**368** Migration Profiles are commissioned by the EU Commission and are carried out by the International Organization for Migration. Up to date Migration Profiles for 35 countries have been prepared. Council of the EU, 2012, op. cit.;

**369** Council of the EU, 2012, op. cit.

**370** EC, 2011a, op. cit.

**371** EC, 2011b, op. cit.

**372** Council of the EU, 2012, op. cit.

**373** EC, 2011e, op. cit.

remittance flows faster, cheaper and more secure. The PSD “provides the legal basis of a single European market for payments”<sup>374</sup> and increases transparency. First, payment institutions have to make charges and conditions clear to customers. Second, even small payment institutions that are unable to meet all requirements can offer remittance services once their identity has been registered. Another directive, the E-Money Directive of 2009, allows e-money institutions to carry out new payment methods for remittances (such as PayPal online transactions) as well as traditional payment methods (e.g. Western Union with telecom providers).<sup>375</sup> At present, these directives only apply to intra-EU transfers. However, “some EU Member States have already chosen [...] to extend its field among operators, one of whose players are located outside the EU and are in currencies other than the EURO or other European currencies. This should facilitate the access of migrants to formal financial services.”<sup>376</sup> The extension of the PSD towards non-EU countries would do a great deal towards facilitating easier and less costly transfer of remittances.

Efforts in the data area are directed at research, improving data, knowledge creation, and commissioning studies on remittances. Eurostat publishes consolidated data on EU remittances.<sup>377</sup> Moreover, the definition of

remittances and recommendations regarding quality of data has been put forward by the Luxembourg Group<sup>378</sup>, and it is increasingly being adopted by EU Member States. This helps to improve data collection.<sup>379</sup> The EU promotes the collection of data on remittance transfers on its sponsored migration profiles that assess the migration situation of partner countries.<sup>380</sup>

In order to enhance the development impact of remittances on developing countries, development cooperation aims to improve access to banking and financial services in those countries with a focus on microfinance institutions.<sup>381</sup>

The EU included the facilitation of remittances as a thematic area in its political dialogues, such as the EU-ACP dialogue on Migration or the EU Africa Strategic Partnership. Moreover, the EU supports third countries and aims to build capacity in the area of finance. It also supports the development of a policy framework in countries of origin that are receiving high level of remittances.<sup>382</sup> For example, training sessions on remittances for officials from developing countries have been organised.

There are ongoing initiatives, such as remittance transfers via mobile phones, and support to a newly established African Remittance Insti-

**374** EC, 2011e, op. cit.

**375** EC, *Financing for Development – Annual progress report 2010, Getting back on track to reach the EU 2015 target on ODA spending?*, 2010, p. 12, viewed on 1 August 2012, Staff Working Paper SEC(2010) 420. [http://ec.europa.eu/development/icenter/repository/SEC\\_2010\\_0420\\_COM\\_2010\\_0159\\_EN.PDF](http://ec.europa.eu/development/icenter/repository/SEC_2010_0420_COM_2010_0159_EN.PDF)

**376** EC Economic and Financial Affairs DG, *Workers Remittances*, 2012, viewed on 2 August 2012, [http://ec.europa.eu/economy\\_finance/international/development\\_policy/remittance/index\\_en.htm](http://ec.europa.eu/economy_finance/international/development_policy/remittance/index_en.htm).

**377** EC, 2010, op. cit.

**378** an informal IMF working group for compiling data on remittances

**379** *Ibid.*, p. 12

**380** EC 2011b, op. cit.

**381** EC Economic and Financial Affairs, 2012, op. cit.

**382** EC, 2011b, op. cit.

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tute, but there is still scope for further action in the area of remittance facilitation.<sup>383</sup>

Most of the efforts aimed at involving *diaspora organisations* in the field of development are still in their infancy. The EC finances studies to elaborate on possible engagements of diaspora groups and to identify possibilities to involve them. An example is the EU funded study of 2011 on diaspora involvement in the framework of the EU in the Horn of Africa,<sup>384</sup> as well as the support to set-up databases at national or regional levels where diaspora members, who are interested in promoting development of their home country, can register.<sup>385</sup> Other initiatives aim at establishing cooperation frameworks to facilitate the engagement of diasporas as well as building capacity and transferring skills from the diaspora to the African continent.<sup>386</sup> For example, the creation of a dialogue platform with the diaspora is part of the Joint-Africa EU strategy, though it is still in its beginning.<sup>387</sup>

The EU has opened a specific budget line under its thematic programme 'Non-state actors and local authorities in development' intended for diaspora organisations.<sup>388</sup> The programme only began in 2008, hence it is too early for it to be evaluated.

EU wide diaspora networks have the ability to engage with their home countries and to facilitate development should they be included in mainstreaming activities. But more needs to be done in terms of creating such networks while remaining sensitive to the various diaspora groups and its diversity.<sup>389</sup>

Engagement with diaspora is also often found at the level of individual Member States that try to organise and engage diaspora groups with their countries of origin, such as the Africa-UK initiative, which fosters greater dialogue between national and international policy makers and UK based Africans working in development.<sup>390</sup> Finland and its engagement of the Somali Diaspora is another example.<sup>391</sup> Due to the early stages of this work it is difficult to evaluate these initiatives regarding their impact for development or to list the best practices.

Circular and temporary migration, defined as "a form of migration that is managed in a way allowing some degree of legal mobility back and forth between two countries"<sup>392</sup>, is a central aspect of *Mobility Partnerships* - the EU's main strategic long-term cooperation framework for migration management with partner countries. According to this definition, two forms of circularity are captured: temporary

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**383** European Think Tanks Group, 2010, op. cit., p. 49.

**384** EC Research and Innovation DG., *Diaspeace – Diasporas for peace: Patterns, trends and potential of long-distance involvement in conflict settings Case studies from the Horn of Africa*, 2012, viewed on 13 September 2012, Project Description, [http://ec.europa.eu/research/social-sciences/projects/368\\_en.html](http://ec.europa.eu/research/social-sciences/projects/368_en.html).

**385** EC 2011b, op. cit.

**386** EC, 2011e, op. cit., p. 88

**387** European Think Tanks Group, 2010, op. cit., p. 49

**388** *EC, Communication from the Commission to the Council, the European Parliament, The European Economic and Social Committee and the Committee of the Regions – The Thematic Programme Non-state Actors and Local Authorities in Development, COM(2006)19, 2006b*, viewed on 21 August 2012, [http://ec.europa.eu/europeaid/how/finance/dci/documents/nsa-la\\_strategy\\_2011-2013\\_-\\_en.pdf](http://ec.europa.eu/europeaid/how/finance/dci/documents/nsa-la_strategy_2011-2013_-_en.pdf).

**389** European Think Tanks Group, 2010, op. cit., p. 51

**390** EC, 2010, op. cit.

**391** Ibid.

**392** EC, 2007a, op. cit

movements by third country nationals legally residing in one of the EU Member States while retaining their residence rights, and temporary movements by third country nationals to the EU for work or study purposes, who return when their EU residence permit expires.<sup>393</sup>

Such a type of mobility is viewed by the Commission as a “triple-win process: for the migrant, the country of origin and the country of destination” thereby reflecting positive linkages between circular migration and development,<sup>394</sup> for instance via brain circulation. If well managed, circular migration can contribute to economic growth and flows of knowledge that are beneficial for development in both the sending and the receiving countries.<sup>395</sup>

Mobility Partnerships with partner countries lists a series of initiatives that the EU as well as the partner country will adopt. The commitments by the EU cover the following areas: support for developing countries to build capacity in order to manage legal migration, combat human trafficking and detect irregular migration, implementation of measures to address potential “brain-drain”, promotion of circular migration and improving procedures for issuing visas (usually short stay). It is expected that the partner country commits to fighting irregular migration and to signing

a readmission agreement. When negotiating MPs, the “more for more” approach is an integral part of the EU’s approach.<sup>396</sup> Thus, on the one hand, mobility partnerships aim to strengthen the joint management of migration flows and limit irregular migration, on the other hand, enhanced possibilities of mobility and circular migration from the EU is offered to partner countries.

Taking the form of a joint political declaration, however, the commitments are not legally enforceable, nor have bodies been installed to ensure implementation.<sup>397</sup>

The EU emphasizes the strategic nature of these partnerships when stating that the “primary focus [should be] on the countries in the EU Neighbourhood [...] while taking into consideration the broader economic, political and security context”.<sup>398</sup> At the time of writing, mobility partnership agreements were in place with Cape Verde (2008), Moldova (2008), Georgia (2009), and Armenia (2011). Negotiations are ongoing with Ghana but have stalled with Senegal with slim prospects of being concluded in the near future. Partnerships with Morocco, Tunisia, and Egypt are also foreseen on a case by case basis.<sup>399</sup>

Within the EU legal migration framework, further policies exist aiming at *facilitating circular*

**393** EC, 2011b, op. cit.

**394** EC, 2011e, op. cit., p. 81

**395** Council of the EU, 2012, op. cit.

**396** Europe Press Release, *Frequently asked Questions: Fostering strategic dialogue and partnership with non-EU countries*. RAPID Press Release. Memo/11/800, 2011b, viewed on 7 July 2012, <http://europa.eu/rapid/pressReleasesAction.do?reference=MEMO/11/800&format=HTML&aged=0&language=EN&guiLanguage=en>.

**397** The “soft law” character has been criticised as not providing needed certainty and legal security, thereby “(...) increasing the vulnerability of third-country workers, whose security and social protection are those at stake”, see Carrera, S., Hernandez I Sagrera, R., *The externalisation of the EU’s Labour Immigration Policy: Towards Mobility or Insecurity Partnerships?*. CPS Working Document 321/2009, 2009, p. 3, viewed on 15 July 2012, [http://papers.ssrn.com/sol3/papers.cfm?abstract\\_id=1513247](http://papers.ssrn.com/sol3/papers.cfm?abstract_id=1513247).

**398** Europe Press Release, 2011b, op. cit.

**399** See EC, 2011b, op. cit., p. 81; The development-friendly rationale of mobility partnerships has been questioned on the basis that the focus seems to be on providing incentives for partners to sign readmission and a rather narrow view of circularity is adopted (Carrera, Hernandez, Sagrera, 2009, op. cit.).

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migration or at providing incentives for “brain and knowledge circulation”. For migrants with long-term resident status in the EU, the long-term resident’s directive grants the right to periods of absence (a period of less than 12 consecutive months) from the EU without forfeiting their long-term residence rights.<sup>400</sup>

In May 2009 the European Council adopted the Directive on the conditions of entry and residence of third-country nationals to attract highly qualified individuals, also known as the ‘Blue Card’ directive.<sup>401</sup> The directive tries to encourage brain-gain through circular and temporary migration. Article 22 of the directive calls for the “development and application of mechanisms, guidelines and other tools to facilitate, as appropriate, circular and temporary migration, as well as other measures that would minimise negative and maximise positive impacts of highly skilled immigration on developing countries.” One of these measures is the right granted to Blue Card holders to be absent for up to 18 months without having to give up their long-term residence status.<sup>402</sup>

In terms of access to the EU for third country nationals, two further directives in the area of labour migration have been proposed: one for lower skilled seasonal workers granting easier access to work permits valid for up to six months for each year and up to three years in a row; the other for facilitating temporary migration of highly skilled professionals. At the time of writing both directives are being discussed in the European Parliament and the

Council. The former one emphasises “contributing to the development of countries of origin”, while discouraging overstays; and “flows of remittances and transfer of skills and investment in third countries”<sup>403</sup> are allowed.

Against the pressing needs of the labour market, the EC has called for improving the effectiveness of policies that aim to *integrate migrants* into the labour market in the GAMM. New strategies for integrating legal migrants into the labour market of the EU Member States are thus expected to be developed in a future Green Paper, including dialogue with the private sector and employers as well as improvements in the portability of social and pension rights.<sup>404</sup> Although not specifically linked to M&D but rather to the strategic thinking for employment and growth of the EU, better integration of economic migration into the EU might have the potential to strengthen the development dimension of migration.

Other EU policy areas, such as trade in service agreements with implications for visa management, also seek to facilitate temporary migration. One example are the opportunities granted to high and medium skilled people that have been negotiated under the CARIFORUM-EU Economic Partnership Agreement. Commitments have also been made to negotiate ‘mutual recognition agreements’ for qualifications. However, compared to the EU’s ambitions in the area of goods and investment, it has been argued that EPAs lack ambition

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**400** Council of the EU, *Council Directive concerning the status of third-country nationals who are long-term residents*, 2003/109/EC, 25.11.12003, 2003, viewed on 7 July 2012, <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2004:016:0044:0053:EN:PDF>.

**401** Council of the European Union, *Council Directive on the conditions of entry and residence of third-country nationals for the purpose of highly qualified employment. Directive 2009/50/EC*, 2009c, viewed on 14 July 2012, <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2009:155:0017:0029:en:PDF>.

**402** EC, 2011b, op. cit.

**403** EC, 2011e, op. cit. p. 85

**404** EC, 2011a, op. cit.; Council of the EU 2012, op. cit.



with regard to the admission of service providers.<sup>405</sup> Implementation and the issuing of visas in accordance with the service provisions agreed in the EPA also seem to have been difficult within some Member States.

The EU has also made progress regarding the portability of social security rights, which can facilitate circular migration. With the recent adoption of the Single Permit Directive<sup>406</sup>; all migrants covered by the Directive will be able to acquire pensions under the same conditions and at the same rates as the nationals of the Member States concerned when they move to a non-EU country.<sup>407</sup>

In addition, the EU supports small-scale circular migration schemes of individual Member States, which so far however only seem to have had limited impact on development outcomes.<sup>408</sup>

The GAMM asks for greater mobility for students and researchers through, for example, provisions in Mobility Partnerships that facilitate exchanges, extension of bilateral youth mobility agreements to certain countries, as well as through the future single programme for education, training and youth (to be introduced in 2014). This will however be based on the labour market needs of member countries and it would need to include measures to combat

the brain-drain issue discussed below.<sup>409</sup> In its draft Council Conclusions, the Council of the EU suggests the exploration of further efforts to promote circular migration, such as the inclusion of measures that permit longer periods of absence without the loss of residency status, longer periods for work permits and stronger efforts facilitating reintegration.<sup>410</sup>

The EC has set up an EU immigration portal in order to inform migrants of the possibilities for legal migration. It contains practical and up-to-date information on legal frameworks and national immigration procedures and policies. It also aims at disseminating knowledge on the risks of irregular migration.

Critics have pointed out, however, that “despite the rhetoric on mobility and migration and development linkages, the fact remains that there are very limited opportunities for third country nationals, especially low skilled workers, to migrate for employment to EU Member States”.<sup>411</sup> This is underlined by the fact that, despite the work towards harmonization in EU’s migration policies, within all schemes of managed labour migration (temporary and more permanent), the Member States retain the right to control the volume of admission of third country nationals into their territory.

**405** European Think Tank Group, 2010, op. cit. p.46

**406** EC, *Proposal for a Council Directive on a single application procedure for a single permit for third-country nationals to reside and work in the territory of a Member State and on a common set of rights for third-country workers legally residing in a Member State*, COM(2007) 638 final, 2007b, viewed on 12 of August 2012, <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2007:0638:FIN:EN:PDF>.

**407** EC 2011e, op. cit, p. 13

**408** Charpin, A. and Aiolfi, L., *Evaluation of the concrete results obtained through projects financed under AENEAS and Thematic Programme for Migration and Asylum. Final Report*, 2011, viewed on 2 August 2012, [http://ec.europa.eu/europeaid/what/migration-asylum/documents/evaluation\\_of\\_the\\_concrete\\_results\\_obtained\\_through\\_projects\\_financed\\_under\\_aeneas\\_and\\_the\\_thematic\\_programme\\_for\\_migration\\_and\\_asylum\\_2011.pdf](http://ec.europa.eu/europeaid/what/migration-asylum/documents/evaluation_of_the_concrete_results_obtained_through_projects_financed_under_aeneas_and_the_thematic_programme_for_migration_and_asylum_2011.pdf).

**409** EC, 2011a, op. cit.t.

**410** Council of the EU, 2012, op. cit.

**411** Wickramasekara, P., *Circular Migration: A triple win or dead end?*, GURN Discussion Paper 15, 2011, viewed on 2 August 2012, <http://www.gurn.info/en/discussion-papers/no15-mar11-circular-migration-a-triple-win-or-a-dead-end>.

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With regard to *human rights and protection*, EU Member States traditionally have argued that migrants are sufficiently protected according to national law.<sup>412</sup> Indeed, as Concord states, “the EU has robust legislation on non-discrimination and has ratified a large number of international conventions and instruments relating to human and migrants’ rights.” However, it also points out that “their proper enforcement to all persons residing on EU territory must be largely improved.”<sup>413</sup> The matter is further complicated due to the fact that regulatory frameworks differ in terms of migrant rights and their integration into the communities of receiving countries.<sup>414</sup>

Moreover, one important element for the protection of migrants’ rights, the UN Convention on the Protection of the Rights of Migrant Workers and Their Families, has not been ratified by any EU Member States. Similarly, the ILO Convention on Migration for Employment (C97) and the supplementary Convention on Migrant Workers (C143) has not been ratified by all EU Member States.<sup>415</sup>

Although enhancing the rights and opportunities of third-country nationals has already been included in the Tampere Programme, it seems to gain the EC’s increased interest in the light of the Europe 2020 Strategy. In the

field of integration policies, related to migration, a recent communication of the EC states that “achieving the Europe 2020 objectives of employment, education and social inclusion will depend on the capacity of the EU and its Member States to manage migrants’ integration, ensuring fair treatment of third-country nationals and granting rights, opportunities and obligations comparable to those of EU citizens”.<sup>416</sup>

The GAMM puts migrants’ rights at the centre of the approach. However, how this commitment will be fully translated in terms of how human rights and a migrant-centred approach, i.e with respect to social protection and access to social and health services, is yet to be seen.

With regard to *minimising the potential negative effects of migration*, the focus so far has been on addressing the problem of *brain-drain*, which is especially pertinent in the health sector of many developing countries in Africa. Following the 2005 Communication ‘Addressing the Crisis in Human Resources for Health’<sup>417</sup> the EC adopted an EU Programme for Action to address the shortage of health workers in developing countries (2007-2013).<sup>418</sup> The reinforcement of “brain circulation” is one of the sets of measures, which include the development of ethical recruitment principles of

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**412** European Think Tank Group, 2010, op. cit. p. 49

**413** Concord, *Spotlight on EU Policy Coherence for Development. A Lisbon Treaty Provision. A Human Rights obligation*, 2011, p. 63, viewed on 3 September 2012, <http://www.concord.se/upload/111026%20-%20Concord%20Spotlight%20PCD%202011%20-%20LOW%20RES.pdf>; European Think Tank Group, 2010, op. cit. p. 49.

**414** European Think Tank Group, 2010, op. cit.

**415** Italy, Germany France, Belgium, The Netherlands, Portugal, Spain and the United Kingdom have ratified C97, and Cyprus, Sweden, Italy, Slovenia and Portugal have ratified C143 to date.

**416** EC, *Commission Staff Working Paper, EU initiatives supporting the integration of third-country nationals*, 2011d, p. 3, viewed on 4 August 2012, <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=SEC:2011:0957:FIN:EN:PDF>.

**417** EC, *Communication from the Commission to the Council and the European Parliament – EU Strategy for Action on the Crisis in Human Resources for Health in Developing Countries, COM(2005) 642*, 2005d, viewed on 12 August 2012, final, [http://eur-lex.europa.eu/LexUriServ/site/en/com/2005/com2005\\_0642en01.pdf](http://eur-lex.europa.eu/LexUriServ/site/en/com/2005/com2005_0642en01.pdf).

**418** EC, *Communication from the Commission to the European Parliament and the Council of 21 December 2006 entitled “A European Programme for Action to tackle the critical shortage of health workers in developing countries (2007–2013)”*, 2006c, viewed on 12 September 2012, <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:52006DC0870:EN:NOT>.

human resources in health within the EU from third countries, with focus on the transferability of pension rights, recognition of qualifications to facilitate circulation, and support for partnerships between medical institutions in the EU and in the developing world. The Programme for Action further includes development support at the regional and country level for brain circulation, capacity building, research, and knowledge generating initiatives.<sup>419</sup>

The aim to combat brain-drain has been reiterated in various other EU documents such as the *2007 Communication on Circular Migration and Mobility Partnerships*<sup>420</sup>, the *2010 Commission Communication on The EU's Role in Global Health*<sup>421</sup> and the *Policy Coherence for Development 2011-2013 Work Programme*.<sup>422</sup> These documents include commitments to balance EU labour market needs with the possible negative effects of brain-drain, the application of relevant codes of conduct on ethical recruitment, support for the development of human resource strategies in developing countries, and the extension of good practices on 'brain circulation' from existing Mobility Partnerships.

In addition, the EU has invited its Member States to voluntarily adopt and implement the WHO Code of Practice on the International Recruitment of Health Personnel. The brain-drain discussion has been sparked by the adoption of the "Blue Card" Directive.<sup>423</sup>

Although the Directive includes an ethical recruitment clause (recital 22), which calls upon Member States not to pursue active recruitment in sectors where this may lead to a skill shortage in a developing country, the EU had to face strong criticism from developing countries on the ground that these recruitment principles are voluntary and not enforced or monitored. The GAMM thus recommends monitoring the application of the Blue Card Directive to mitigate brain-drain.

Future initiatives from EC will be based on 'lessons learnt', including experiences from countries that have successfully transformed brain-drain into brain-gain (e.g. in the IT sector in India), that have made progress in retaining a higher number of highly skilled workers (such as health workers in Ghana), that have made cost-benefit evaluations of brain-drain, that have incorporated a gender dimension, and that have implemented a more comprehensive policy mix through which 'drained countries' can receive better support.<sup>424</sup>

The GAMM also includes plans to mitigate other negative effects of migration processes on development that have not yet been sufficiently addressed in the EU's policy documents. These include 'brain waste', a challenge that migrants often face due to the non-recognition of qualifications, as well as the potential dependence on foreign labour markets, which can become problematic in times of crisis.

**419** EC, 2006, op. cit.

**420** EC, 2007a, op. cit.

**421** EC, Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions on "The EU role in global health", 2010c, viewed on 3 September 2012, [http://ec.europa.eu/development/icenter/repository/COMM\\_PDF\\_COM\\_2010\\_0128\\_EN.PDF](http://ec.europa.eu/development/icenter/repository/COMM_PDF_COM_2010_0128_EN.PDF).

**422** EC, Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions on "A twelve-point EU action plan in support of the Millennium Development Goals", 2010d, viewed on 3 September 2013, [http://ec.europa.eu/development/icenter/repository/SEC\\_2010\\_0421\\_COM\\_2010\\_0159\\_EN.PDF](http://ec.europa.eu/development/icenter/repository/SEC_2010_0421_COM_2010_0159_EN.PDF).

**423** Council of the EU, 2009c, op. cit.

**424** EC, 2011a, op. cit.

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The support for labour market policies and the creation of decent work opportunities in partner countries will be another initiative that may mitigate brain-drain, and which has been confirmed in the Council Conclusions on the GAMM.<sup>425</sup>

#### 4.12.2. Institutional framework and policy coherence for Migration and Development

Member States have traditionally voiced reservations about handing over policy sovereignty to the European Union with regard to migration policies. However, harmonisation in the area of migration has gradually been delegated to the European Union, while certain specific issues, such as admission quotas of third country nationals, for example, have been excluded. This is reflected in Paragraph 1 and 5 of Article 79 of the *Treaty of Lisbon*, which states that “The Union shall develop a common immigration policy aimed at ensuring, at all stages, the efficient management of migration flows, fair treatment of third-country nationals residing legally in Member States, and the prevention of, and enhanced measures to combat, irregular immigration and trafficking in human beings” and that “this article shall not affect the right of Member States to determine volumes of admission of third-country nationals coming from third countries to their territory in order to seek work, whether employed or self-employed.”

Immigration continues to be a shared competence of the EU and its Member States.<sup>426</sup> However, after the Lisbon Treaty, “the wording of the new provisions suggests that it would be easier to justify more intensive EU action pursuant to the principles of propor-

tionality and subsidiarity, and harder to argue that any particular area would be outside EU competence, apart from the [...] restriction on competence in Article 79 (5).”<sup>427</sup>

This means that even though harmonisation on issues concerning quotas are excluded, the legislation offers the possibility for Europeanisation and harmonisation to continue dealing with administrative aspects of migration, such as admission process of labour migrants, conditions, and rights of migrants.

However, despite the move towards Europeanisation in the field of migration, countries have the possibility to opt out of this policy agenda (as well as “opt-in on specific aspects”), which is the case for the United Kingdom, Denmark and Ireland.

Since the Treaty of Lisbon, on the EU-level, the Council shares competence with the EU Parliament in a greater number of migration policies. New areas, which are now subject to the ordinary legislative procedure (“co-decision”) are:

1. Part of the rules on short-stay visas and residence permits (Art 77 TFEU);
2. Legal immigration (Art. 79 TFEU).

Asylum policy, irregular immigration and other parts of the rules on short-stay visas and residence permits were already subject to ‘co-decision’ with the EU Parliament and qualified majority voting in the Council (see General Secretariat of the Council of the EU, 2009).

The *legislative process* in EU policy making can be divided into two phases:

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<sup>425</sup> EC, 2011a, op. cit.

<sup>426</sup> It has been a shared competence since the Amsterdam Treaty in 1999

<sup>427</sup> Peers, S., Legislative Update: EU Immigration and Asylum Competence and Decision-Making in the Treaty of Lisbon in *European Journal of Migration and Law* 10, 2008, pp. 219-247, viewed on 2 August 2012, <http://www.eui.eu/Documents/DepartmentsCentres/AcademyofEuropeanLaw/CourseMaterialsUL/UL2010/Toner/TonerReading3.pdf>.

**1<sup>st</sup> phase:** The EC uses systematic and relatively transparent processes to develop its legislative proposal, which is informed by impact assessments and public consultations with inputs from several organisations, NGOs and other interested stakeholders.

**2<sup>nd</sup> phase:** the Council and the Parliament aim to reach consensus through a rather complex but structured process with possibly two readings of the EC proposal.<sup>428</sup>

Before putting forward a legislative proposal, the EC usually publishes a Communication to 'test the waters' for new ideas.

In the area of migration policy, DG Home Affairs<sup>429</sup> is responsible for preparing new legislative proposals, whereas DG Development and Cooperation- Europeaid (DG DEVCO) and the External Action Service are responsible for development cooperation, including development and migration issues, and the design and implementation of the external dimension of the policies through geographical instruments (European Development Fund/ Development and Co-operation Instrument and European Neighbourhood and Partnership Instrument), and the funds of the thematic programme for migration and asylum.

Within the *Council of the EU*, the Justice and Home Affairs Council (JHA) and the High Level Working Group on Asylum and Migration under the General Affairs Council (GAC) pursue migration policies. Every other month the JHA ministers discuss the development and

implementation of cooperation and common policies. The Council meetings are prepared by working parties and committees, such as the Strategic Committee on Immigration, Frontiers and Asylum, and, by the most relevant working parties for a certain policy development, such as the Working Party on Integration, Migration and Expulsion.<sup>430</sup> The Committees prepares the discussions at the more senior COREPER (Coreper II) Level attended by the permanent representatives of each Member State. The High Level Working Group on Asylum and Migration is tasked with establishing a comprehensive strategy for EU's cooperation with third countries and is responsible for dialogue and cooperation with third countries in the area of asylum and migration. As such the tools of the GAMM, especially Mobility Partnerships, are discussed in this group, as well as conclusions on asylum and migration for discussion and adoption by the Council. Migration and development issues are also discussed in the Council Working Party on Development Cooperation (CODEV), which for example, provided input to the GAMM Council Conclusions.

The main Committee in the *Parliament* regarding migration policies (e.g for above discussed circular migration schemes and the Blue Card Directive) is the Civil Liberties, Justice and Home Affairs Committee (LIBE). However, other Committees are involved in certain EC proposals if aspects fall under their competency, such as the involvement of the Employment and Social Affairs Committee (EMPL) regarding the Single Permit Directive.

**428** Keijzer, N., Klavert, H., Informing migration policies through evaluations – the case of the European Union, *Migration Policy Practice*, 2011, Vol 1, No. 1., viewed on 3 August 2012, <http://www.iom.int/jahia/Jahia/policy-research/migration-policy/migration-policy-practice/issues/october-november-2011/informing-migration-policies-through-evaluations-the-case-of-the-european-union>.

**429** DG Justice, Freedom and Security was previously responsible but was split up in 2010

**430** Council of the EU, 2012, op. cit.; Council of the EU, *Implications of the Treaty of Lisbon for the JHA working structures*. "I" Item Note, 17653/09, 2009d, viewed on 12 August 2012, [http://www.consilium.europa.eu/uedocs/cms\\_data/docs/pressdata/en/ec/111615.pdf](http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/ec/111615.pdf).

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Migration issues have also been discussed by the Committee on Foreign Affairs and by the Committee on Development. For example, the Foreign Affairs Committee and the Committee on Development discussed “migration flows arising from instability: scope and role of EU foreign policy” in 2010. The relevant responsible Committees usually appoint a rapporteur for a specific proposal by the EC, which presents its report. A co-rapporteur from the so-called Associated Committees can also provide inputs. The reports then serve as a basis for discussing the EC Proposal or Communication.

As noted, the area of migration has been central to the Policy Coherence for Development Agenda since 2005. In 2009 the EU reaffirmed its commitment to “make migration work for development” and confirmed migration as one of its areas of focus in the Policy Coherence for Development Agenda.<sup>431</sup>

With respect to the level of *institutional organisation of the EU*, there are three dimensions to Policy Coherence for Development: vertically, between the European Union and the individual Member States, and horizontally, between different policy areas within the community as well as between the different institutions of the EU. Policy Coherence for development at the EU level should thus be evaluated along these dimensions.

Regarding coherence and harmonisation of individual EU Member States’ policies in the area of M&D and respective *vertical congru-*

*ence* with policy developments at EU level, it has to be noted that EU migration policies are still characterised by significant inter-governmentalism. This is illustrated by the fact that Member States have not been keen to delegate too much competence to the EU, especially in relation to access. Policies of Member States often follow their own interest and logic, which at times runs counter to EU community level aspirations. As the ILO points out, for instance, “while circular migration is encouraged by the EU and other destination countries, many national visa regimes in practice discourage circulation”.<sup>432</sup> Concerning readmission agreements, there seems to be an overlap of negotiations. While the EC is tasked to negotiate Community Readmission agreements, bilateral talks between third countries and individual EU Member States take place in parallel. This often leads to confusion and results in the deferral of EU negotiations.<sup>433</sup>

On a more positive note, several programmes and initiatives are funded directly by Member States that aim to strengthen M&D, such as bilateral projects that fall under the encouragement of circular migration or diaspora engagement.<sup>434</sup> The EC invites EU Member States’ PCD contact points twice a year to discuss experiences and to provide feedback on PCD migration issues. These meetings are useful for monitoring PCD action between the EU and the national levels. Members of the European Parliament Development Committee (DEVE), OECD representatives as well as civil society are invited to these meetings. Biennial reports, especially on the PCD areas, are published which are important to foster a common

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<sup>431</sup> EC, 2011e, op. cit.

<sup>432</sup> ILO, *International labour migration: A rights-based approach*. Geneva: ILO, 2010, p. 214.

<sup>433</sup> Sterkx, S., *The External Dimension of EU Asylum and Migration Policy: Expanding Fortress Europe?*, in Jan Orbie (ed.), *Europe’s Global Role – External Policies of the European Union*, Surrey: Ashgate, 2008, p. 126.

<sup>434</sup> Hercog, M., Siegel, M., *Promoting return and circular migration of the highly skilled*. UNU-Merit Working Paper Series 2011-015, 2011.

understanding and awareness on issues of policy coherence for development.

Generally, with regard to *the horizontal dimension* of policy coherence, the European Union faced a *dichotomy* between a more liberal view on immigration management, represented by the *Parliament* and the *EC*, and a more conservative approach held by the *Council* through the Member States.<sup>435</sup> The Council of the EU traditionally prioritises irregular migration management and border control focusing on security issues. For this reason, the EC has encountered a number of obstacles in translating its ambitions regarding development-friendly migration policies, including more open borders for temporary migration schemes, into legally binding instruments. Many of the initiatives of the Global Approach are characterised by “soft law” as is the case with the Mobility Partnerships outlined above.<sup>436</sup>

However, another factor relevant for PCD with regard to migration policies is the role that the *parliament* will play in the future. Having gained more influence through the ordinary legislative procedure since the Lisbon Treaty entered into force in December 2009, the parliament’s role for future policy-making processes on European migration law is increasingly important. Although the parliament has been traditionally development-friendly and has been emphasising the need for coherent

migration policies with regards to development, it has more recently been heavily criticised for passing the Returns Directive in 2008, which is said to negatively impede migrants’ fundamental rights.<sup>437</sup> Nevertheless, parliament aims to safeguard PCD, which manifested itself in a resolution calling for additional efforts to achieve coherent policies on M&D, and the call to refrain from using ODA to deter and control policies.<sup>438</sup> Cooperation between the Council and the EC takes place through the relevant Working Groups of the Council, which are coordinated by the rotating Council Presidency together with the General Secretariat of the Council. The EU Parliament also has a coordination structure in place: coordination and cooperation are usually achieved through relevant Rapporteurs of the EU Parliament. The appointed PCD Rapporteur are mandated to foster collaboration between the various EP committees to ensure that development issues are taken into account in all stages of decision-making on migration policies.

The third challenge is the *lack of a coherent approach between different policy areas*, which are often characterised by different values and interests relating to M&D. Sterkx points to the different values and interests of the former DG Justice Freedom and Security and DG Relex as well as DG Development.<sup>439</sup> These differences are considered to be replicated in the new institutional set-up of the EC. As a result of diverging perspectives on

**435** Acosta, D., The Good, The Bad and the Ugly in EU Migration Law: Is the European Parliament Becoming Bad and Ugly? (The Adoption of Directive 2008/15: The Returns Directive) in *European Journal of Migration and Law* 11, 2009, pp.19-39. [http://openheimer.mcgill.ca/IMG/pdf/ACOSTA\\_The\\_Good\\_The\\_Bad\\_and\\_the\\_Ugly\\_in\\_EU\\_Migration\\_Law\\_Returns\\_directive.pdf](http://openheimer.mcgill.ca/IMG/pdf/ACOSTA_The_Good_The_Bad_and_the_Ugly_in_EU_Migration_Law_Returns_directive.pdf).

**436** Carrera, S., *The EU’s Dialogue on Migration, Mobility and Security with the Southern Mediterranean – Filling the Gaps in the Global Approach to Migration*. CEPS Paper in Liberty and Security in Europe, 2011, viewed on 3 August 2012, [http://aei.pitt.edu/32071/1/No\\_41\\_Carrera\\_on\\_EU\\_Dialogue\\_with\\_SoMed\\_edited\\_final-1.pdf](http://aei.pitt.edu/32071/1/No_41_Carrera_on_EU_Dialogue_with_SoMed_edited_final-1.pdf).

**437** Acosta, 2009, op. cit.

**438** EC, 2011e, op. cit.

**439** Sterkx, 2008, op. cit.

**440** Sterkx, 2008, op. cit., p. 126

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migration, development and external relations ranging from security concerns and the fight against irregular migration flows to a stronger focus on the development dimension of migration, overall coherence has been at stake.<sup>440</sup> Standard decision-making procedures within the EC and the EEAS involve inter-service consultation for all policy proposals. Other relevant DGs are asked to check proposed policies for coherence and consistency in order to improve PCD. In order to further ensure Policy Coherence for Development in various areas, including migration, the EC has created an inter-service group on PCD, which is composed of participants from various DGs as well as the EEAS. The EU includes the EEAS in its inter-service consultations.

Regarding the EU's ability to engage in a coherent migration policy towards partner countries, Van Crieking lists several constraints that the EU faces in implementing policies and converting obligations into practice.<sup>441</sup> Besides the challenge of PCD due to the overlap of migration policies with development, trade and security, two other levels are identified with similar overlaps. First, an effective, coordinated and coherent migration policy depends on the available resources needed to execute the policies on the ground. Concerning the work of EU Delegations, for example, the challenge "lies partly in allocating sufficient financial and human resources and time, as well as building-up relevant policy expertise in order to deal with an increasingly important profile" (p. 11). Second, separate national policy agendas lead to incoherence

and constrain the emergence of an effective policy at EU level.<sup>442</sup> PCD will remain difficult to achieve as long as the Member States, with their focus on security and migration control, steer the policy discussions on migration.<sup>443</sup>

In conclusion, the European Union has taken a number of steps *towards improving coherence of migration policies with development objectives*, as the above outlined tools and the renewed Global Approach for Migration illustrate. Yet, there is scope for more action regarding policies, inter-institutional coherence, and coherence between policies of different Member States, which have kept sovereignty regarding parts of migration policies relevant for development outcomes. More involvement of the Development Committees in the Parliament, or the Working Party on Development Cooperation of the Council in the Policy, could be helpful for migration, for example, since "issues on Migration are often referred to the High Level Working Group on Migration and Asylum, which was established to reduce the influx of migrants and analyse and fight the causes of migration".<sup>444</sup>

Beyond stronger coherence in the areas of brain-drain, circular migration, remittances and diaspora and access for labour migrants, further harmonisation in migration policies with regards to migrants' conditions and rights is a crucial step to ensure policy coherence for development on the level of coherency of migration policies between EU Member States possibly affecting devel-

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**440** Sterkx, 2008, op. cit., p. 126

**441** Van Crieking, T., *The EU-Africa Migration Partnership: An Assessment of EU constraints and African leverage – a case study of Ghana and Senegal*. Paper presented at the EUSA Conference 22-25 April 2008, 2008, viewed on 3 August 2012, [http://www.eucec.org/eusa2009/papers/van%20crieking\\_11C.pdf](http://www.eucec.org/eusa2009/papers/van%20crieking_11C.pdf).

**442** Ibid, p. 17

**443** Ibid.

**444** European Think Tanks Group, 2010, op. cit.



opment.<sup>445</sup> As the European Think Tanks Group points out, “regulatory frameworks across Member States differ in terms of entry, mobility, long-term residency, migrant rights and the integration of migrants into the host community”.<sup>446</sup>

#### 4.12.3. Operationalising the Migration and Development Policy

Most of the EU’s external development assistance is provided through the geographical development cooperation funds (EDF/DIC/ENPI), which are programmed in cooperation with partner countries. These often do not consider M&D as a priority. In addition to that, and complementing development funding through the geographical instruments of the geographical development funds, the EC implemented the “Aeneas” programme (2004-2006) in the thematic area of migration to assist third countries in better managing migratory flows. Mostly technical and financial assistance was provided under this programme: around EUR 120 million were allocated to this.<sup>447</sup> In 2006 the “Aeneas” Programme was replaced by the “Thematic Programme for the cooperation with third countries in the areas of migration and asylum”, which is also managed by EuropeAid, with DG Home Affairs and the EEAS being co-responsible for the programming.

It runs from 2007 to 2013 with an indicative budget of EUR 384 million funded through the EU budget. The budget for the period from 2011 to 2013 is EUR 179 million, which is indicatively allocated in following way:<sup>448</sup>

- Southern Mediterranean, Sub-Saharan Africa and Middle East: EUR 68 million;
- Eastern Europe and Central Asia: EUR 28 million;
- Other regions: EUR 18 million;
- Targeted thematic priorities: EUR 53 million;
- Special Measures: EUR 12 million.

This funding channels a substantial amount of money to civil society organisations, international organisations, research institutions as well as government departments, for example to enhance remittance transfer and reduce negative effects such as brain-drain. Its main aims are to foster the links between M&D, promote well-managed labour migration, fight irregular immigration and facilitate the readmission of irregular immigrants, protect migrants against exploitation and exclusion and support the fight against trafficking in human beings, as well as promote asylum, international protection and the protection of stateless persons.<sup>449</sup> For example, a programme targeted at Sub-Saharan Africa aims at increasing the data and solid analytical evidence basis regarding health care providers’ education, migration and retention, as well as increasing the tools for African medical schools to track and stay in contact with alumni. Moreover, partner countries are supported in mainstreaming migration in their development strategy.<sup>450</sup> The new strategy follows a geographical migration flow approach and “puts emphasis on the Southern-Mediterranean flows together with Northern-African, Sub-Saharan and Eastern European” flows.<sup>451</sup>

<sup>445</sup> EC, 2011e, op. cit.

<sup>446</sup> European Think Tanks Group, 2010, op. cit.

<sup>447</sup> Charpin, A. and Aiolfi, 2011, op. cit.

<sup>448</sup> EC, *Thematic Programme “Cooperation with Third Countries in the areas of Migration and Asylum”, 2011-2013 Multi-Annual Strategy Paper*, 2010b, viewed on 12 August 2012, [http://ec.europa.eu/europeaid/what/migration-asylum/documents/strategy\\_2011-2013\\_en.pdf](http://ec.europa.eu/europeaid/what/migration-asylum/documents/strategy_2011-2013_en.pdf).

<sup>449</sup> EC 2010b, op. cit.

<sup>450</sup> EC 2011e, op. cit.

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Against the background of the EU's aspiration to manage its borders and engage with partner countries on security and migration, some researchers have been concerned with the "possibility that development funds are being diverted to migration control"<sup>452</sup>, which was first raised by Statewatch in 2003. Van Crieking points out that several Aeneas projects included an element of migration control and for this reason sees it as "evident that the migration-development nexus was not prioritized".<sup>453</sup> However, other researchers view a possible diversion of aid to migration control as less problematic, as "the overall allocation of funds between programmes that emphasize security and management aspects, and the development impact or strengthening of institutions is rather balanced."<sup>454</sup> If an aspect is missing it is that, among the submitted proposals, human rights in relation to migration have received significantly less funding.<sup>455</sup>

Besides the Thematic Programme, increasingly, other financial instruments, such as the geographical instruments, fund integration of migration governance in development cooperation, such as the integration of migration into Country and Regional Strategy Papers of Gambia, Ghana, Mali, Mauritania, Nigeria, Senegal and West Africa under the 10<sup>th</sup> EDF. EUR 10 million is earmarked under the 10<sup>th</sup> EDF for an ACP Migration facility.<sup>456</sup>

For the *coming multi-annual financial framework (2014-2020)*, the EC has proposed a budget line for Migration and Asylum, which falls under the Thematic Programme Global Goods and Challenges. The proposed budget amounts to about EUR 440 million for the seven year period (7.1% of the total proposed budget for that programme).<sup>457</sup> The aim of the new programme is, amongst others, to maximise "the development impact of the increased regional and global mobility of people, while promoting and protecting the rights of migrants, through support to the formulation and implementation of sound regional and national migration and asylum policies and through integration of the migration dimension into other regional and national policies" as well as "improving a common understanding of the migration and development nexus".<sup>458</sup>

The share of the EU's *budget for Home Affairs policies (DG Home)* is relatively small but has been growing. For the period 2007 to 2013 it amounts to EUR 6449 million. DG Home has relatively little experience with programming and implementing external assistance in the area of M&D. Yet, some of the issues of primary concern to DG Home, such as readmission, fighting irregular migration and reinforcing border management, are linked to the development dimension

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451 Charpin, Aiolfi, 2011, op. cit.

452 Collyer, 2011, op. cit., p. 13

453 Van Crieking, 2008, op. cit., p. 21

454 European Think Tanks Group, 2010, op. cit., p. 50

455 Ibid.

456 EC 2011b, op. cit.

457 EC, *Proposal for a Regulation of the European Parliament and of the Council – Establishing a Financing Instrument for Development Cooperation, COM(2011) 840 Final*, 2011c, viewed on 16 August 2012, [http://ec.europa.eu/europeaid/how/finance/documents/prop\\_reg\\_instrument\\_dev\\_coop\\_en.pdf](http://ec.europa.eu/europeaid/how/finance/documents/prop_reg_instrument_dev_coop_en.pdf).

458 Ibid.

of migration. In a 2011 consultation on the future organisational set-up of the DG Home budget, there was a call for more funds to create financial incentives for third countries to cooperate on issues of primary concern for EU Member States, i.e. readmission and border management. It calls for the creation of an external dimension of the two funds which should be managed by DG HOME in order to carry out operations in third countries on migration and asylum, which might also have implications for M&D.<sup>459</sup> The proposed budget beyond 2013 for DG Home amounts to EUR 10,911 million with a special Asylum and Migration Fund of EUR 3.896 million. The foreseen allocation for the external dimension of the fund will most likely amount to the same level as the future budget line for migration and asylum that will be managed by DG DEVCO.

In general, the EU views the GAMM as a global approach that is not restricted to particular regions. However, the intensity of engagement will vary and the mix of instruments used will be tailored to the particular country or region. The principle of differentiation is also applied in the field of M&D, and countries that make reciprocal commitments, i.e. the ones that sign readmission agreements, can expect closer cooperation in areas of interests to them, such as visa facilitation or enhanced access for certain groups of labour migrants. Despite the GAMM being a global approach, one of its main tools, the Mobility Partnerships, are clearly focused on priority countries and regions of

the EU. The launch of new initiatives related to M&D also follows the EU's regional and bilateral priorities, which are determined, amongst others, by migration trends towards the EU and its Member States.<sup>460</sup>

The EU Neighbourhood in the Southern Mediterranean, i.e. Morocco, Algeria, Tunisia, Libya and Egypt, is a key priority, and strong, close partnerships are envisaged by the EU. The second group of key priority countries are the countries of the Eastern Partnership, notably Ukraine, Belarus, Moldova, Georgia, Armenia and Azerbaijan.

The EU's response to the North African Arab Spring countries, as set out in the "New response to a changing Neighbourhood"<sup>461</sup>, includes a mobility aspect besides other instruments that aim to support development and democratic transition. Dialogues on migration, mobility and security were launched with Tunisia and Morocco in October 2011 and are expected to result in Mobility Partnerships. Egypt has so far declined to start a dialogue on a Mobility Partnership. The EU's aim is to launch Dialogues with other Arab Spring countries such as Algeria, Jordan or Libya by the end of 2013.

The EC works together with partners to implement some of the projects that it funds. In the area of M&D, partners of the EU include UN organisations, such as the ILO, the WHO and UNDP. In 2011 the EU, for example, contracted the ILO to carry out a project that aimed at improving the working conditions

<sup>459</sup> EC Home Affairs DG, *Consultation on EU funding in the area of home affairs after 2013*, 2011, viewed on 17 August, [http://ec.europa.eu/home-affairs/news/docs/Consultation%20background%20document\\_final.pdf](http://ec.europa.eu/home-affairs/news/docs/Consultation%20background%20document_final.pdf).

<sup>460</sup> EC 2011a, op. cit.

<sup>461</sup> EC, EEAS, *Joint Communication by the High Representative of The Union For Foreign Affairs And Security Policy and the European Commission, A New Response to a Changing Neighbourhood, A review of European Neighbourhood Policy, 2011*, viewed on 12 August 2012, [http://ec.europa.eu/world/enp/pdf/com\\_11\\_303\\_en.pdf](http://ec.europa.eu/world/enp/pdf/com_11_303_en.pdf).

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of women migrant domestic workers in the Lebanon, contributing to enhanced economic integration of women migrants and improving labour migration governance and social dialogue.<sup>462</sup>

Some EU policies and projects in the area of M&D have been evaluated externally. The EU itself also carries out ex-post evaluations. The *lessons learnt* from the evaluated programmes are presented below.

The pilot phase of the *Mobility Partnerships* with Cape Verde and the Republic of Moldova has been evaluated and the evaluation report was published in 2009.<sup>463</sup> The report recommends that the EU should be more strategic in identifying its potential partners, as well as when it goes beyond issues regarding irregular migration. It also mentions that in the area of M&D, the partnership risks “being a collation of new and already planned activities and additional efforts should be made so that the package offered to a partner is an effective and coordinated offer bringing added value to existing cooperation”.

A recent ex-post evaluation, funded by the EU assessed projects in specific subsectors of Labour Migration (including Circular Migration) part of the *Aeneas programme and the Thematic Programme for Migration and Asylum*, looked at the achieved results.<sup>464</sup> A total of 24 projects (11 funded under AENEAS and 13 under the Thematic Programme) were evaluated. The results and recommendations are divided according to five sub-categories relevant to labour migration:

1. Support to policy design, policy dialogue and policy development;
2. Reinforcement of labour migration management;
3. Protection of migrants’ rights;
4. Human capital development, brain-drain and brain-waste;
5. Temporary and circular labour migration.

The findings for subcategory 1) point to a lack of coordination for data analysis, research, and information sharing. Furthermore, south-south migration has not been given enough attention. This is especially true for African countries. In general, there are only a few labour migration projects with specific focus on policy support. However, other projects directed their work on policy design and have achieved results. Although some concrete changes like national Priority Action Plans on governmental level or agreements have been achieved, the evaluation concludes that there is still much more to be done.

With regards to subcategory 2) the report finds that management of labour migration has considerably improved (e.g. labour matching demand, pre-departure training, precise information booklets, and agreements with trade unions etc.), and capacity building and training in migration management techniques for national administrations in beneficiary countries have been of high level. Mixed reactions exist with regards to the success of pre-departure modules and vocational training.

Regarding the protection of migrants’ rights, subcategory 3), the report finds that there has

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**462** EuropeAid, *EuropeAid Financial Contributions to the UN*, 2011, viewed on 24 August 2012, [http://ec.europa.eu/europeaid/who/partners/international-organisations/documents/un\\_2000\\_2010\\_en\\_march\\_2011.pdf](http://ec.europa.eu/europeaid/who/partners/international-organisations/documents/un_2000_2010_en_march_2011.pdf).

**463** EC, *Commission Staff Working Document, Mobility Partnerships as a tool of the Global Approach to Migration, SEC(2009) 1240 Final*, 2009.

**464** This section is drawn from the evaluation report (see Charpin, Aiolfi, 2011, op. cit) and summarizes the findings of the report.

been substantial progress in the dissemination of information to migrants on the risks of irregular immigration and working/living conditions, as well as opportunities in Europe. Another contribution has been the inclusion of labour migration into the agendas of employers and trade unions, as this is important in giving visibility to migrant workers as full participants in the receiving country's economy.

In subcategory 4), there are few projects, and those that are more significant are in the early stages of implementation. Impact is difficult to assess at the moment since brain drain-mitigation is a rather long-term process.

Lastly, in subcategory 5), the report notes successes, especially in one project where the innovative approach toco-development has been incorporated intoessential a project strategy. The report notes with regret that such initiatives have not been replicated elsewhere.

Overall, there is ownership of the projects, and new partnerships and synergies have been created. The projects have had an indirect but considerable effect in reducing irregular migration. However, the geographical coverage has not been well balanced although all the flows are represented in the programmes. Gender aspects as well as transit countries in labour migration projects are absent. Risks, such as the economic recession, natural disasters and other events have not been sufficiently included in the programme strategies. The report also notes that migrant child labour should be included as a priority in all migratory flows.

Interesting recommendations are also made with regard to coordination: there should be a higher degree of coordination and exchange of

learning experiences with specialised agencies in the field of migration to enable cross-fertilization and the sharing of ideas. EU Delegations could be more involved in this.

Another evaluation was made of the projects carried out under *the joint EU-UN Migration for Development initiative (JMDI)*. The overall objective of this project is to contribute to strengthening the positive impact of M&D by supporting and engaging small-scale actors and by disseminating global best practices. The evaluation criticises the selection of target countries and the lack of thematic and geographical focus. Due to the requirement to have a global programme, and as 50% of funding was allocated to countries falling under the ENPI instrument (European Neighbourhood Countries) and 50% to DCI countries, there was no critical mass of projects within any of the countries or regions. Moreover the objectives of the programme and the call for proposals were often too wide, lacking concrete needs assessments for a region or country. In the future, the strengths of local authorities should be more effectively utilised, since they are important actors in the process. This is even more necessary when there is a perceived lack of ownership in mainstreaming development in migration aspects, as has been suggested in this case by the evaluators.<sup>465</sup>

Finally, and with regard to Policy Coherence for Development, the 2011 Report on PCD dedicates a chapter on migration, as migration is one of the focus areas of PCD. This report lists the achievements regarding PCD of migration policies since 2005, gives recommendations for each policy and outlines the policy framework. It concludes that substantial progress has been made in a number of areas, but it also notes that the "real policy challenge for the coming

<sup>465</sup> Te Wildt, E., Versavel, K., *Evaluation of the EC/UN Joint Migration and Development Initiative, Final Report*, 2011.

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years remains whether the EU is capable and prepared to offer real migration and mobility options for nationals of developing countries seeking legal employment in the EU.”<sup>466</sup>

#### 4.12.4. Involvement in international fora on migration and development

Besides the bilateral Mobility Partnerships, the EU engages in political dialogues on a high level with certain regions regarding M&D issues. Some of them have emerged without the link to the EU but have become an important part of the EU’s engagement with third countries. One good example for a key regional dialogue is the dialogue the EU conducts with the *African Union (AU)*, which aims to harness the important role of migration and mobility in the process of development, in both Africa and The EU. While the EU Commission aims to ensure that this dialogue approaches migration and employment in a holistic and integrated manner, the engagement should be seen against the backdrop of increasing fear of irregular migration from the African continent in several EU member states as well as a growing number of proposals facilitating high skilled migrants to European countries.

On the basis of the Joint Africa-EU Declaration on Migration and Development, which was agreed upon in 2006 in Tripoli and reflected an amalgam of African Union’s recommendations as well as EU interests (whereas the latter seems to have taken over with regards to migration management of irregular migration and more cautious regular migration opportunities) made prior to that. Both parties agreed to include a Partnership on Migration, Mobility and Employment (MME) in the Joint Africa-EU

Strategy, which was adopted in Lisbon in 2007.

The priority actions of the MME from 2007 to 2010 were as follows:

1. Implement the Declaration of the Tripoli Ministerial Conference on Migration and Development (which covers nine key areas including migration and development, peace and security, human resources and brain-drain, concern for the well-being of migrants, regular migration opportunities, irregular or irregular migration and protection of refugees);
2. Implement the Africa Plan of Action on Trafficking of Human Beings (which accompanied the Tripoli Declaration);
3. Implement and follow-up on the 2004 Ouagadougou Declaration and Action plan on Employment and Poverty alleviation in Africa.

A road map was developed based on the MME with a total of 33 initiatives, which was mainly a list of already ongoing migration initiatives in the development cooperation taking place at national level, thus putting ongoing initiatives under the MME framework. Additional funding opportunities were not created for the MME partnership initiatives.

As Klavert points out, although there is a great deal of emphasis placed on “dialogue”, there is little to show in terms of the concrete outcomes of this dialogue at continental level. This illustrates the difficulty of reconciling conflicting African and European interests in relation to migration.<sup>467</sup>

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<sup>466</sup> EC, 2011e, op. cit.

<sup>467</sup> Klavert, H., *African Union frameworks for migration: current issues and questions for the future*. ECDPM Discussion Paper 108, 2011, viewed on 28 August 2012, [http://www.ecdpm.org/Web\\_ECDPM/Web/Content/Download.nsf/0/ED0B5B83B131C1B4C12578C40044AA9E/\\$FILE/African%20Union%20frameworks%20for%20migration%20-%20current%20issues%20and%20questions%20for%20the%20future.pdf](http://www.ecdpm.org/Web_ECDPM/Web/Content/Download.nsf/0/ED0B5B83B131C1B4C12578C40044AA9E/$FILE/African%20Union%20frameworks%20for%20migration%20-%20current%20issues%20and%20questions%20for%20the%20future.pdf).

The Second Action plan of the MME Partnership (2011 to 2013) is more focused with a dialogue part and 12 clearly delineated flagship initiatives, with emphasis on the continental and regional level. This focus, however, has come at the cost for circular migration between the two continents. Funding spent on mobility concentrates on intra-African higher education programmes, with the Nyerere exchange programme, the Pan-African University and the 'harmonisation and tuning' initiative. The African Union's recommendation to work towards recognition in the EU of academic and professional qualifications obtained in Africa is, however, not included in the agenda. Only one of the initiatives, facilitating dialogue, can be said to have been devised specifically for the MME Partnership. The other remaining projects originated elsewhere and/or resulted from the contributions to the first Action Plan.

The Cotonou Agreement following the Lomé Agreements also contains provisions on cooperation regarding migration (Article 13). Migration is thus part of the *ACP-EU dialogue* in the ACP-EU partnership context. The 2010 revision of Article 13, however, led to criticism and to disagreements around the EU's proposal to replace a framework for bilateral discussion on readmission with a readmission agreement. ACP countries rejected it, arguing that it effectively makes aid provisions of the agreement conditional upon signing a readmission agreement. As a result, no agreement on Article 13 was reached and dialogue continued within a framework linked to the Global Approach.<sup>468</sup>

With regards to PCD, it would have been meaningful to revise Article 13 in a spirit of strengthening the positive link of M&D by using strong language and commitments on legal migration, on political dialogue, capacity building, brain-drain and brain-waste, diaspora, etc., where the EU had already made commitments in other documents.<sup>469</sup> It seems, however, that this opportunity was foregone and instead dialogue continued without a clear and formalised commitment towards those specified areas. For the future the EU aims to intensify the EU-ACP dialogue.<sup>470</sup>

The EC provides funding for the *ACP Observatory on Migration*, an initiative of the ACP Secretariat, and which is implemented by IOM. Its goal is to establish a research network in the six ACP regions to strengthen knowledge and the beneficial impact for development in the growing South-South migration.

The second regional priority of the EU, besides the EU-Africa Strategic MME partnership, is the *Prague process* between EU Member States, the European Economic Area, the Commonwealth of Independent States, the Western Balkans, Georgia, Turkey and Central Asian countries. The Action Plan from 2012-2016 comprises 22 action priorities, with a key aim to address the issue of making migration and mobility positive drivers for development. The EC funds four pilot actions with EUR 3 million through the Thematic Programme for Migration and Asylum.<sup>471</sup>

The EU-African Regional Process on Migration, the *Rabat Process* is another Euro-Afri-

<sup>468</sup> Collyer, 2011, op. cit.

<sup>469</sup> Koeb, E., Hohmeister, H., *The revision of Article 13 on Migration of the Cotonou Partnership Agreement. What's at stake for the ACP?*, ECDPM Briefing Note. Maastricht: ECDPM, 2010.

<sup>470</sup> EC, 2011a, op. cit..

<sup>471</sup> EC 2010b Annex 1, op. cit.

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can Process, which brings together more than fifty countries that aim to achieve balanced and efficient management of migration flows from and via West and Central Africa. The Process offers a framework for dialogue from which concrete practical initiatives can be developed and implemented at ministerial level. Other regional processes and dialogues include the Budapest Process, the MTM Dialogue (EU- Middle East) and EuroMed Migration III (EU- ENPI Southern Neighbourhood countries). Projects and accompanying programmes to the dialogues are often implemented by third organisations, such as the International Centre for Migration Policy Development (ICMPD).

A more recent dialogue has also been set up between the EU and Latin America and the Caribbean (*EU-LAC dialogue*), and the GAMM aims at strengthening the dialogue between the EU and relevant Asian countries, as this is seen as becoming increasingly important.<sup>472</sup>

The EU and its Member States have been actively involved in the *Global Forum on Migration and Development (GFMD)*. The contributions of the EU to the GFMD encompass

input in the form of common statements at the annual meetings, participation in Working Groups and meetings as well as financial support. The EC chaired two roundtables and participated in several country teams.

The EU sees the GMFD as “an appropriate and useful international framework to address the issue of migration and development”. The EU’s position is that it should remain a state-led and non-binding platform for exchange, since its character allows states to discuss migration and development without sensitivities inherent in other fora.<sup>473</sup>

At the time of writing there was no clarity on the EU’s plans to have a proposal, or EU joint position, ready for the High Level Dialogue on Migration and Development. Nor was it clear to what extent the EU’s proposals in follow-up to Rio+20 and the post-2015 framework on development would include specific references to migration. Migration was however included by the EU in a background document for its public consultations in the post-2015 framework that was circulated in June 2012. The EU has thus invited key stakeholders to put forward specific proposals in this area.

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**472** EC 2011a, op. cit.

**473** EU, *Statement by the Permanent Mission of Belgium on behalf of the European Union at the 65th United Nations General Assembly Second Committee meeting on Agenda item 22c: Globalization and interdependence: “International migration and development”*, 2010, viewed on 3 October 2012, [http://www.europa-eu-un.org/articles/en/article\\_10547\\_en.htm](http://www.europa-eu-un.org/articles/en/article_10547_en.htm).



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## I. Country chapter interview form

### COUNTRY MAPPING

#### 1. *The M&D concept*

What are the key policy document(s) setting out the M&D concept?

What aspects of migration (e.g. remittances, skills transfer etc.) and which 'type' of migrant (labour migrant, refugee etc.) are seen to be relevant to development policy? Is there a definition of M&D?

What are the values and principles underpinning the country's M&D concept?

#### 2. *Governmental organization on migration and development*

Which ministries are involved in M&D policy-making? What is their role? Is there a legal framework regulating this? Do inter-ministerial meetings on M&D take place?

Which ministries/agencies are involved in the implementation of M&D programmes?

Do regional and local governments play a role in the implementation?

#### 3. *Policy Coherence for Development (PCD) and migration*

How do the main values and principles as stated in the M&D policies interrelate?

Are migration and development policies coherent (for development)? What obstacles are being faced?

Does the governmental organisation contribute to more coherent policies?

(How can PCD and migration be taken forward at the European level?)

#### 4. *Implementing migration and development policy*

What budget is available for M&D (total and/or share of the development portfolio)?

Which are priority countries and regions?

What recent projects on M&D exist and what lessons can be learnt from them?

Who are priority partners in countries of origin and why? Is there an interest in future cooperation with other development agencies?

#### 5. *Multilateral migration dialogues/regional processes and key international development moments*

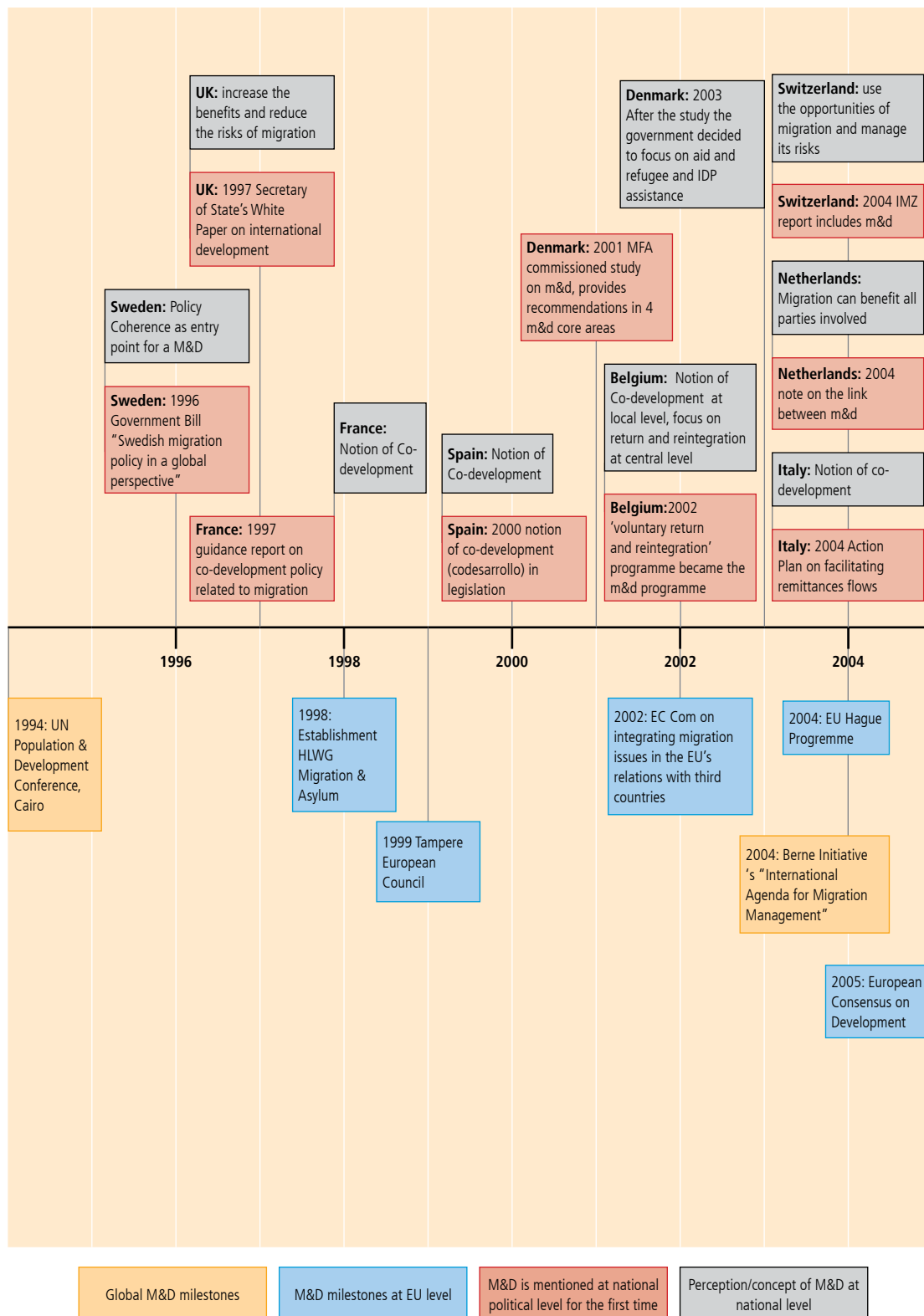
Which multilateral migration dialogues/regional processes are seen as particularly important?

What role does the country play?

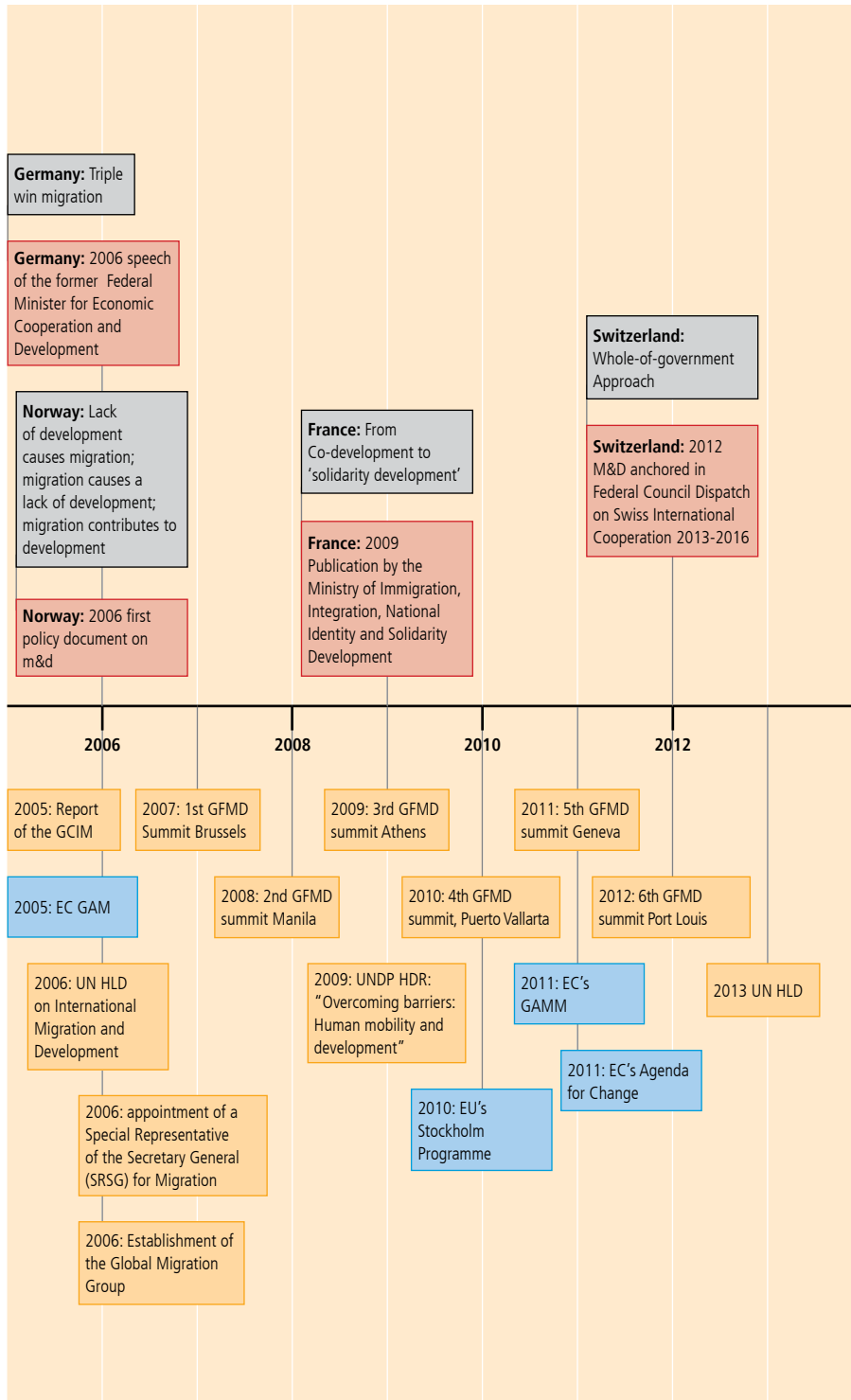
What is the country's vision for the 2013 High-level Dialogue on Migration and Development and beyond?

Is the country planning to address the link between migration and development at key international development moments, such as Rio+20 and the discussion on post-MDGs in 2015?

## II. Timeline: Migration and Development Milestones







### III. Comparative overview of operational M&D priorities

#### III.i Geographic Focus<sup>474</sup>

	BE	DK	FR	DE	IT	NL	NO	ES	SE	CH	UK	EC
<b>Eastern Europe</b>		Kosovo		Moldova, Albania, Bosnia and Herzegovina, Kosovo, Montenegro, Serbia, Ukraine	Ukraine, Bosnia, Albania, Moldova	Belarus		Romania	Albania, Bosnia and Herzegovina, Kosovo, Moldova, Serbia, Belarus, Ukraine	✓	Bosnia Herzegovina, Kosovo, Serbia, Moldova	In particular Ukraine, Belarus, Moldova
<b>North Africa</b>	Algeria, Morocco		Algeria, Morocco, Tunisia	Egypt, Morocco	In particular Egypt, Morocco, Libya	Algeria, Egypt, Morocco	✓	In particular Morocco		In particular Tunisia, Morocco and Egypt		In particular Morocco, Algeria, Tunisia, Libya, Egypt
<b>Western Africa</b>	Mali, Benin, Senegal, Niger	Benin, Ghana, Mali, Burkina Faso, Ivory Coast, Guinea, Liberia	Benin, Burkina Faso, Ghana, Guinea, Mauritania, Mali, Niger, Senegal, Togo, Cap Verde, Ivory Coast, Guinea, Nigeria	Benin, Burkina Faso, Ghana, Mali, Mauritania, Nigeria, Senegal	Senegal, Ivory Coast, Benin, Burkina Faso	Sierra Leone, Nigeria, Ghana, Guinea Conakry,		In particular Nigeria, Gambia, Senegal, Mali	Mali, Liberia, Sierra Leone, Burkina Faso	In particular Nigeria	Niger, Sierra Leone, Ghana, Nigeria, Liberia, Gambia	✓
<b>Central Africa</b>	DRC		Chad, Central-African Republic, Congo, Gabon, DRC, Cameroon	DRC, Cameroon	Cameroon	DRC			DRC		DRC, Cameroon	✓

**474** The table indicates the mapped countries' geographic focus per each region. The sign ✓ indicates that the mapped country focuses on the entire region. Countries of special interest within a targeted region are indicated by the formula "In particular + country's name".

	BE	DK	FR	DE	IT	NL	NO	ES	SE	CH	UK	EC
<b>Eastern Africa</b>	Uganda, Tanzania, Rwanda	Tanzania, Uganda, Kenya, Somalia, Burundi, South Sudan	Burundi, Rwanda, Somalia	Burundi, Kenya, Rwanda, South Sudan, Ethiopia	Ethiopia, Somalia, Rwanda	Burundi, Kenya, Djibouti, Ethiopia, Somalia, Eritrea, Sudan	In particular Ethiopia, Ethiopia, Somalia		Ethiopia, Kenya, Rwanda, Tanzania, Uganda, Burundi, Somalia, South Sudan, Sudan	Somalia	South Sudan, North Sudan, Somalia, Zambia, Ethiopia, Kenya, Uganda, Eritrea, Rwanda, Burundi	✓
<b>Southern Africa</b>	South Africa, Mozambique	Mozambique, Angola, Zambia	Madagascar, Comoro Islands	Malawi, Mozambique, Namibia, South Africa, Madagascar		Angola			Mozambique, Zambia		Angola, Mozambique, Malawi, Lesotho, South Africa, Tanzania, Zimbabwe	
<b>Middle East</b>	Occupied Palestinian territories	Iraq		Syria, Yemen, Israel/ Occupied Palestinian territories, Jordan		Yemen, Jordan, Iraq, Syria			Iraq, Occupied Palestinian territories	In particular Yemen and Lebanon	Iraq, Occupied Palestinian territories, Yemen	✓
<b>North-West-Central Asia</b>				Uzbekistan, Kyrgyzstan, Georgia		Armenia, Turkey			Georgia, Turkey	Georgia and Armenia	Russia, Kyrgyzstan, Tajikistan	In particular Georgia, Armenia, Azerbaijan

	BE	DK	FR	DE	IT	NL	NO	ES	SE	CH	UK	EC
South-East Asia	Vietnam	Afghanistan, Bangladesh, Bhutan, Nepal, Vietnam, Sri Lanka,	Vietnam	Afghanistan, Bangladesh, Cambodia, China, India, Indonesia, Laos, Mongolia, Nepal, Pakistan, Philippines, Sri Lanka, Timor-Leste, Vietnam, Nepal	Sri Lanka, Pakistan	Iran, Pakistan, China, India, Sri Lanka, Afghanistan,	Pakistan, Sri Lanka, Philippines	Bangladesh, Cambodia, Afghanistan		In particular Nepal, Bangladesh and Sri Lanka	Afghanistan, Nepal, Bangladesh, Pakistan, India, Sri Lanka,	
Central-South America	Ecuador, Bolivia, Peru,	Bolivia, Nicaragua	Suriname	Bolivia, Brazil, Colombia, Ecuador, El Salvador, Guatemala, Honduras, Mexico, Nicaragua, Peru	Peru, Salvador, Ecuador, Argentina, Chile, Brazil	Suriname		In particular Ecuador, Colombia, Bolivia	Bolivia, Colombia, Guatemala		Brazil	
Caribbean			Haiti								Antigua and Barbuda, Grenada, Jamaica, St. Vincent and the Grenadines, Belize, Guyana, St. Kitts and Nevis, Dominica, Haiti, St. Lucia	

III.ii Thematic Focus<sup>475</sup>

	BE	DK	FR	DE	IT	NL	NO	ES	SE	CH	UK	EU
Knowledge creation on M&D							Conducting research on return and resettlement;			Supporting the creation and sharing of knowledge on specific migration and development topics;	Generating new knowledge related to migration and poverty;	
Policy coherence on M&D				Migration policy advice to CoO;				✓		Supporting the integration of migration into development planning; participating and influencing the global dialogue on M&D focusing on policy implementation; coherence for development in Swiss migration policy		Mainstreaming migration in countries' development strategy;
Strengthening CoO Institutions on Migration Management		✓		Migration policy advice to CoO;		✓		Establishing migration management and information mechanisms;	Introducing new and efficient systems of migration monitoring, coordination and reporting;		✓	
Improving migrants' mobility			Facilitating human mobility;		Job-matching scheme; Database of candidate migrant workers;			Promoting well-managed labour migration;		Implementation of labour migration policies;		Promoting well-managed labour migration;

**475** The table indicates the mapped countries' interests per each M&D thematic category. The sign ✓ indicates that the mapped country focuses on the overall M&D thematic category.



### III. Sample M&D projects and programmes

#### III.i Belgium

*Project/Programme:* MEDMA – Mobilisation for Morocco of Moroccans living abroad.

*Description:* MEDMA seeks to mobilize the expertise and the resources of the Moroccan Diaspora living in Belgium. It involves a partnership between the IOM, the Ministry of Moroccans residing abroad (MRE), the Hassan II Foundation for Moroccans living abroad, chambers of commerce and regional investment centres (CRI). In 2007, IOM made recommendations on how Moroccans living in Belgium could contribute to the economic development of regions in northern Morocco, by: (i) facilitating business creation in Morocco by Moroccans living in Belgium; (ii) promoting social economy and joint investment, and (iii) prompting public and private stakeholders to make better use of remittances from the Diasporas in development policies. Dialogue on these recommendations is currently ongoing.

*Project/Programme:* Pilot project on Circular Migration between Belgium and Senegal.

*Description:* a pilot project between Belgium and Senegal was initiated by the private sector in 2010 with the aim of facilitating one-year paid internships for 100 Senegalese university graduates in Belgian companies in 2011-12. The project was supported by the Belgian Directorate General for Development Cooperation, which financed travel expenses and the overall project management. The project had a triple win objective: (i) to promote the economic growth in the country of origin; (ii) to provide the migrant with an opportunity to

establish contacts, acquire a unique professional experience as well as abilities and skills, exchange ideas and develop projects, and (iii) to create purchasing power for Belgian companies. In October 2011 the project was (temporarily) halted due to lack of funds.

*Project/Programme:* Benelux Afro Centre (BAC).

*Description:* regarding diaspora engagement, in 2011 the Belgian government funded a project aiming at supporting the national coordination of NGOs in the health sector and coordinating it at the provincial level in the Democratic Republic of the Congo (DRC). A second (Cap Santé) project has contributed to improving the access to health care for the population of Cabinda in the DRC.<sup>476</sup>

*Project/Programme:* Return and Emigration of Asylum-Seekers ex Belgium (REAB – since 1984).

*Description:* the project is financed by the Belgian government through the Federal Agency for the Reception of Asylum Seekers and executed by the International Organisation for Migration (IOM). It is created to assist: (i) rejected asylum-seekers; (ii) asylum-seekers awaiting a definitive answer to their asylum request, and (iii) irregular migrants. REAB is only intended for migrants who wish to return to their home country on a long term basis. Beneficiaries commit themselves to not returning to the host country within five years following the return assistance.<sup>477</sup> In order to support reintegration in the countries of origin, IOM and the Non-Governmental Organization (NGO) Caritas are providing returnees with additional

<sup>476</sup> <http://www.cblacp.eu/diaspora.html>

<sup>477</sup> EMN, 2011, op. cit.

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reintegration support. Assistance includes help to set up small businesses, providing wage subsidies, material assistance and medical support. Returnees were also given support such as accommodation, training and education, professional equipment and job placement.<sup>478</sup>

*Project/Programme:* Reintegration Fund.

*Description:* the project supports tailor-made, small-scale, individual reintegration projects intended to facilitate sustainable return of migrants to their country of origin. The Federal Agency for the Reception of Asylum Seekers does not execute the projects on its own, but collaborates to this end with IOM, the NGO Caritas101 and two NGOs specialised in the reception of asylum seekers and migrants (Vluchtelingenwerk Vlaanderen and Ciré). The Reintegration Fund supports reintegration activities by allocating a specific amount benefiting every returnee above 18 years of age and his/her family. IOM does not provide cash grants but in-kind assistance to returnees in their country of origin valued at 700 Euro per person (or a maximum of 1 750 Euro per family).<sup>479</sup>

*Diaspora engagement*

*Diaspora Assistance Unit:* Belgium has created this unit to advise diaspora on how to submit business project proposals, before redirecting them to funding agencies. The “diaspora assistance unit” is based at the Chamber of Commerce, Industry and Agriculture Belgium-Luxembourg- Africa-Caribbean- Pacific (C.B.L.-A.C.P). Further information can be found under this link <http://www.cblacp.eu/diaspora.html>.

*Private sector development*

*Belgian Investment Company for Developing Countries (BIO):* in 2011, the Belgian Gov-

ernment reconfirmed support of the Belgian Investment Company for Developing Countries’ (BIO) mission that aims to support the private sector in developing and emerging countries to enable them to gain access to growth and sustainable development. In this regard, new funds were committed within the framework of its development cooperation policy. <http://www.bio-invest.be/en/about-us/mission.html>.<sup>480</sup>

### III.ii France

Projects within the M&D umbrella are funded under Program 301 and hence are required to contribute to one of the programme’s five objectives.

*Project/Programme:* Support programme for the creation of innovative companies in the Mediterranean area.

*Description:* the project contributes to Objective 1: Developing employment in the countries of origin. Partner countries are Tunisia, Morocco, Algeria and Lebanon, and the project runs from 2011 to 2014. Its budget is divided as follows: 3 m Euro (France) + 1 m Euro (southern partner countries) + 0.2 m Euro (IRD). The objective of this programme is to mobilize the scientific expertise of the diaspora in supporting and assisting the creation of technological companies in southern Mediterranean countries. Implemented by the Research Institute for Development IRD, the beneficiary projects get 18 months of logistic, scientific and financial assistance in France before integrating a southern business incubator. The program targets the creation of more than 70 innovative companies by migrants by 2014.

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**478** IOM, 2012, op. cit.

**479** EMN, 2009, op. cit.

**480** EMN 2012, op. cit.



*Project/Programme:* Supporting bank guarantees for projects of young Tunisian entrepreneurs.

*Description:* the project contributed to Objective 1: Developing employment in the countries of origin. Tunisia was the partner country and the project ran from 2008 to 2011. The budget was 3.3 m Euro. The funding aimed to facilitate access to loans for young Tunisian entrepreneurs aged below 40, to support Tunisia's public policy in encouraging investment and the creation of SMEs, and to strengthen expertise in risk analysis in the fight against money laundering and terrorism. In the medium term, the project aimed to create expertise in Tunisia on how to set up SMEs. The project participated in increasing living standards and the attractiveness of the territory for its inhabitants.

*Project/Programme:* Support project for mother and child health (PASMI).

*Description:* the project contributes to Objective 2: Improving the living conditions for women and children. It runs from 2012 to 2017 and its partner country is Benin. Its budget is 10 m Euro. The support project aims to improve the accessibility to hospital care for mothers and their children in order to fight against maternal and infantile mortality, a major stake within the National Health Development Plan (PNSD 2009-2018). The project also aims to mainstream the issue of demographic growth in sectoral policies, especially in the health sector. The project includes the capacity building of health personnel in hospitals, the improvement of health care quality within hospitals, and the allocation of medication, equipment and blood bags for hospitals.

*Project/Programme:* Support Program for Solidarity Initiatives for Development (PAISD).

*Description:* the project contributed to Objective 3: Improving the general environment via local development. It ran from 2009 to 2012 and the partner country was Senegal. The budget consisted of

9 m Euro (France) + 0.8 m Euro (Senegal) in addition to migrants' contributions. Under the agreement signed between France and Senegal on the concerted management of migratory flows, the PAISD received 9 m Euro to co-finance local development projects with migrants and their partners in their regions of origin, to support Senegalese entrepreneurs established in France with their investment projects in Senegal, to mobilise the highly-qualified diaspora and to mobilise young people with proven competencies from second and third generations of Senegalese nationals living in France for voluntary work in development solidarity initiatives. Initial results showed that the programme enjoyed wide ownership (proximity to beneficiaries, prompt implementation, participation of the beneficiaries, guarantee of transparency of financial resources), that the projects selected are coherent with national development policies (achievement of the MDGs, links with the Poverty Reduction Strategy Paper) and with local development plans, and that many different partners were involved (local authorities, NGOs, public institutions, etc.).<sup>481</sup>

*Project/Programme:* the Co-development Programme "The Partnership France/Mali"

*Description:* the project contributed to the Objective 3: Improving the general environment via local development. It ran from 2003 to 2008 and the partner country was Mali. The

<sup>481</sup> Ministry of Foreign and European Affairs, 2011, op. cit.; Ministry of Interior, 2012, op. cit.

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budget was 2.5 m Euro (France) + 0.9 m Euro (Mali). The Co-development Programme established between France and Mali aimed to facilitate the exchange of initiatives and resources related to migrant workers for the development of their country of origin. It targeted Malian migrants living in France, including the second generation, and their communities of origin. The projects were designed, implemented and managed by the Malian migrants and migrant associations in France together with the communities in Mali. In France, the National Agency for Admission of Foreigners and Migrations (ANAEM) received, informed and provided orientation to the migrant candidates on the co-development procedures for the preparation and implementation of local development projects and the establishment of business companies. The projects mostly targeted one of the following areas: education, health, trade, handicraft, agriculture and information and communication technologies. The Co-Development Programme components included the co-financing of local development and business projects in Mali, initiated by Malian migrants living in France for least 2 years, technical counselling to conduct the feasibility study for the setting-up of businesses in Mali and monitoring during one year; and the social and cultural exchange between Mali and France, aiming at sensitizing the children of Malian migrants to the reality of their country of origin, and encouraging expertise and skill transfers. Due to its success, the Co-Development Programme's concept has already been adopted by Germany (with Turkey), Italy (with Senegal) and Spain (with Ecuador).

*Project/Programme:* Fighting FGM (female genital mutilation).

*Description:* the project contributed to Objective 4: Protecting the rights of potential asylum seekers on site. It ran from 2010 to 2011 in Mali. The budget was 250 000 Euro. With this

funding, France supported the Association "Equilibre et population" in its fight against FGM in 40 villages in the Kayes District in partnership with two other Malian associations: the Malian Association for the monitoring and orientation of traditional practices (AMSOPT) and the migrant association Woman and Contribution to Development (FECODEV).

*Project/Programme:* Supporting the website [envoidargent.fr](http://envoidargent.fr)

*Description:* the project contributed to Objective 5: Reducing the transfer costs of migrants' remittances. It ran from 2009 to 2012 with a budget of 295 484 Euro. The objective of this project was to rebuild the website [www.envoidargent.fr](http://www.envoidargent.fr) in order to improve the conditions within which migrants transfer their remittances to their countries of origin. The website provides a comparator for transfer costs on major corridors between France and Africa in order to encourage cost transparency and to give clear information on transfer modalities. Launched in May 2010, the number of visits is close to 15 000 per month and the website is very successful.

### IIII.iii Germany

*Project/Programme:* Returning Experts Programme.

*Description:* the programme supports the professional integration of university graduates and experienced experts from developing, emerging and transition countries, who have completed their training in Germany and are interested in returning to their countries of origin. The focus is on placing professionals in areas of particular relevance to development policy. In addition to placement and advisory services, the programme offers financial support to experts interested in returning to their own countries. Employers can also benefit from programme services, such as assistance with recruiting employees. At present three

studies are documenting the effects of the programme as well as lessons learnt regarding the motivational structures of migrants for return.

*Project/Programme:* Integrated Experts Programme.

*Description:* through the Integrated Experts Programme, the CIM links up partner country organisations needing qualified employees with highly qualified experts from Germany and other European Union countries. With regard to migration and development, experts have also recently been sent to authorities dealing with migration, such as diaspora institutions, especially in the context of EU Mobility Partnerships such as Moldavia or Georgia (under preparation). Although financially and logistically supported by German development cooperation, Integrated Experts are employees of partner country organisations and work in line with their organisational structures. This enables them to transfer their know-how, support sustainable capacity development and work as links to other programmes of German and international cooperation. Integrated Experts' assignments last between one to six years. Integrated and returning experts frequently work together in a team or in succession, which increases the impact of both programmes.

*Project/Programme:* Triple Win Pilot project.

*Description:* the German Federal Employment Agency (BA), with its International Placement Services (ZAV) and GIZ have agreed to develop, test and evaluate a coherent overall management system for temporary labour migration as part of their institutional cooperation within CIM and therefore implement the pilot project 'Triple-Win'. The idea is to set up and pilot a modular system of service offers from both GIZ and BA for sustainable management of all phases of circular migration.

*Project/Programme:* "Migration and regional economic development in the Oriental Region of Morocco" (MIDEO).

*Description:* the main project in the area of private sector development implemented in Morocco, called The EU funded project, ended in May 2011. The objectives of the projects were a) the mobilization of the potential of the Moroccan diaspora in Europe to create a favourable environment for economic development in the Oriental Region, and b) Moroccan institutions geared to economic development (Oriental Development Agency, investment promotion centres, private sector associations, local banks) to target their services to the needs of expatriate Moroccans.

*Diaspora engagement*

*Pilot programme supporting public-benefit projects run by migrant organisations in their countries of origin:* it was implemented by GIZ. These projects generally harmonise with the priority areas of German development cooperation in these countries. This was recently taken over by CIM. In the pilot phase, 29 projects implemented by diaspora organizations have been funded and supported.

*Publications:* GIZ published 11 studies on the activities of the diaspora in Germany, guidelines on cooperating with migrant associations, a manual on capacity building for diaspora organisations, and study on peace-building activities, and also organised several capacity building workshops for diaspora organisations.

*Remittances*

*Website [www.geldtransFAIR.de](http://www.geldtransFAIR.de):* Together with the Frankfurt School of Finance & Management, GIZ has set up the website [www.geldtransFAIR.de](http://www.geldtransFAIR.de), where migrants can compare bank fees with those of money transfer operators. By increasing the transparency of

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the money transfer market, the site fosters competition between institutions.

*Advice about formal remittance channels:* GIZ works with banks in the countries of origin on a variety of financial products customised to meet migrants' needs. Through information campaigns, it informs the diaspora communities in Germany about insurance, savings and credit offers in banks in their countries of origin. As one concrete example, GIZ consulted with banks, the government in Serbia and migrant representatives in Serbia to provide the Serbian diaspora in Germany with more information about insurance, savings and loans offered by local banks in Serbia. GIZ implemented an information campaign with a major Serbian newspaper in Germany. A conference in Belgrade was also organised to bring all stakeholders together. Prior to that, the needs and interest of the Serbian diaspora were analysed.

*Publications:* GIZ published studies on remittances and social security, remittances and microinsurance and remittance corridors as well as guidelines on remittances.

#### *Migration Policy Advice*

*Specialised offices and structures in countries of origin for dealing with migration affairs:* GIZ – on behalf of BMZ – advises governments on how to build up specialised offices and structures for dealing with migration affairs as well as on how to develop coherent migration and diaspora policies. The following activities fall in this area: preparation of migration policy checklists (South-East Europe, South Caucasus, Central Asia as well as Afghanistan and Honduras), promotion of an interministerial dialogue for developing and harmonising a labour-market

strategy in Uzbekistan, establishment of a new labour-market information system including migration-related data and actors in Kyrgyzstan, advice for the establishment of a coherent diaspora and return policy and strategy in Mongolia, support for the establishment of a network of highly qualified diaspora members for the promotion of innovation and knowledge transfer in Honduras, and a regional workshop series on Migration Policy in the Western Balkans to strengthen governmental institutions responsible for migration and Diaspora policies, their regional cooperation, and also to promote mutual learning.

*Policy advice to the BMZ:* GIZ also provides advice, particularly on: developmental approaches to migration in an international context, the G20/G8-Global Remittances Working Group, the Global Forum for Migration and Development, circular migration and mainstreaming migration.

*Publications:* The following studies were published: "Migration Policies of Sending Countries", a study on "Labour Migration Policies", a comparative "Analysis of Migration Strategies in Selected Countries", and Guidelines on Migration Policy.

#### *Private sector development*

Besides MIDEO, GIZ also developed the MITOS toolbox (Migration Tools – Options for Sustainability), which is a compilation of 16 tools for actors in the field of private sector development who are interested in tapping into the potential migration offers to their programmes.<sup>482</sup>

*FACE Project:* the project "Faciliter la Création d'Entreprises au Maroc grâce à la mobilisation

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**482** The MITOS toolbox can be requested from the GIZ directly and will be accessible online soon.

de la diaspora marocaine installée en Europe” (FACE), which is implemented by the Agence Française de Développement (AFD), IntEnt Enterprising across borders and CIM, aims to contribute to job creation in Morocco in migrants’ regions of origin by mobilizing the diaspora residing in France, the Netherlands and Germany.<sup>483</sup>

#### *Other projects/studies*

1. Climate Change and Migration. Study of the climate adaptation-migration nexus and the role for development cooperation;
2. Integrating Migration as a Competitive Advantage into the MSME Development Plan 2010-2016 (Philippines).
3. Research project on the migration and development landscape and debate in Germany<sup>484</sup>. The study was implemented by the Bundesamt für Migration und Flüchtlinge (BAMF)
4. Conference on “Climate change and migration: causal linkages, future dimensions and policy responses”<sup>485</sup>. The study was implemented by the Bundesamt für Migration und Flüchtlinge (BAMF).

#### **III.iv Italy**

*Project/Programme:* IOM - MIDA (Migration for development in Africa) programmes.

*Description:* Three Italian-funded IOM - MIDA (Migration for development in Africa) programmes have been funded in Ghana and Ethiopia (MIDA I 2003/2004), and in Ghana and Senegal (MIDA II 2006/2007). These pro-

grammes have aimed at promoting and supporting the active participation of migrants in Italy for socio-economic development towards their countries of origin (very often directed at the villages and neighbourhoods of origin). The programmes have been carrying out research and activating institutional relationships with local authorities in the territories where migrants reside. Their objective was to identify sustainable mechanisms for channelling human and financial resources and finding possible synergies between communities of origin and destination. Similar to the well known Mexican funding scheme *Tres por uno*, OIM MIDA programmes have been sustaining migrant organisations’ projects through: one third have been funded by Italian local authorities; one third through the programme’s funds (i.e. Italian Cooperation via the OIM); and the remaining third by single diaspora organisations.<sup>486</sup> Italy’s MIDA programmes managed to create a series of small and medium enterprises/cooperatives which have been able to create job opportunities in the communities of origin, in particular in the agricultural and food processing sectors.<sup>487</sup> Two other MIDA programmes have also been implemented: MIDA Women in 2008/2009 and in 2009/2010 a MIDA Somalia, the latter managed by the OIM in cooperation with the NGO Cisp and the think tank CeSPI.

*Project/Programme:* Ghanacoop.

*Description:* Ghanacoop was a cooperative enterprise created in the city of Modena, Italy, in 2005, within the Modena branch of the *Ghana National Association* (COGNAI), as a result of the encouragement and support of the

<sup>483</sup> See <http://www.intent.eu/projecten/face/>

<sup>484</sup> BAMF, 2013, op. cit.

<sup>485</sup> BAMF, 2011, op. cit.

<sup>486</sup> Stocchiero, A., *Learning by doing: Il transnazionalismo dei migranti per lo sviluppo locale nel programma MIDA Italia - Ghana/Senegal*, OIM-CESPI: Roma, 2008.

<sup>487</sup> Ibid., EMN 2010a, op. cit.

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MIDA-Italy programme in the pilot phase and the assistance of a local Cooperativa (Arcadia). Ghanacoop, through various partnerships, opened new and significant marketing channels in Italy for Ghanaian fruit growers, while also promoting the exportation of regional Emilian products to Ghana.<sup>488</sup> Part of their profits have been invested in development projects implemented in the Gomoa Simbrofa village near Accra with the aim of creating jobs and reducing poverty, including interventions in health and education.<sup>489</sup> On the basis of this cooperation, the "Ghanaltal"- import/export cooperative was created later on in Modena.<sup>490</sup>

*Project/Programme:* MIDLA.

*Description:* based on the African examples mentioned above, in 2009/2010 Italy funded another IOM MIDA pilot project in Latin America, specifically in Peru, Ecuador, Bolivia and Colombia. The second phase (MIDLA II) initially planned was never launched due to the lack of resources.

*Project/Programme:* Integrated Migration Information System (IMIS).

*Description:* between 2001-2005, Italy funded the Integrated Migration Information System (IMIS) in Egypt (budget: 1.6 m Euro), implemented by the IOM, aimed at training staff from the Egyptian Ministry of Manpower and Emigration, with the idea of creating a match-making scheme for labour recruitment and for sustaining the relationship with the Egyptian

diaspora. Egyptian authorities requested funding for a second phase.<sup>491</sup>

*Project/Programme:* Migrants for Development.

*Description:* a programme funded by Italian cooperation (through the budget line INFOEAS) during the period 2009-2010 and aimed at offering capacity building and training activities for migrant associations for bettering their abilities in developing project ideas and initiatives towards their countries of origin. The programme saw the participation of several actors working on migration issues and was directed at several associations of different origins in different regions in Italy.<sup>492</sup> Within this initiative, in late 2009, Italy established a remittance website<sup>493</sup> sponsored initially by the Ministry of Foreign Affairs in cooperation with the IOM and the NGO Oxfam Italy (previously Ucodep), and managed, by CeSPI (Research Centre on International Politics<sup>494</sup>). The website is currently funded by Banca d'Italia. The website has considered 14 remittance "channels" between Italy (initially in the cities of Rome and Milan) and Morocco, Nigeria, Senegal, Ghana and Ivory Coast in Africa; Bolivia, Brazil, Colombia, Ecuador and Peru in Latin America; Romania and Albania in Europe and China and Philippines in Asia. The website gathers for comparative purposes information from 26 operators, including money transfers, banks and post offices.<sup>495</sup>

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**488** Ceschi S., Stocchiero, A., *Partnership Initiatives for Co-Development. Ghanaian and Senegalese Immigrants and CeSPI-IOM Research-Action, Strategy Paper of the Ghana/Senegal MIDA Project*, CeSPI-IOM-Italian Cooperation, Rome.

**489** Ghanacoop was also an agricultural producers' cooperative thanks to the plantation established in the village of Gomoa Simbrofo. Part of the proceeds generated by the cooperative's activities were reinvested in social initiatives for the benefit of the village, such as the installation of a photovoltaic cell plant aimed at producing clean and renewable energy for the local community.

**490** Gallina 2007, op. cit.

**491** EMN, 2009a, op. cit.

**492** For more information see: <http://www.cespi.it/INFOEAS.html>

**493** <http://www.mandasoldiacasa.it/>

**494** [www.cespi.it](http://www.cespi.it)

**495** EMN, 2010a, op. cit.

*Project/Programme:* Migrations et Retours: ressources pour le développement.

*Description:* between 2006-2009 Italy funded the pilot project Migrations et Retours: ressources pour le développement<sup>496</sup> managed by IOM in collaboration with Cerfe and the Fondation Hassan II pour le Marocains Résidents à l'Étranger. The project has attempted to enhance the potential benefits that qualified individuals can offer to development in the country of origin. The project has conducted an analysis of recent forms of migration between Italy and Morocco, with the aim of fostering practices of circular migration (not just physical return) in terms of investments and knowledge (migrants' competences) and technology transfer. Insofar the project developed new concepts of migration from a linear movement of departure and (possible) return to a fluid, long-term process, which ideally continues throughout migrants' lives ('migratory circle').<sup>497</sup>

*Project/Programme:* Italian-Andean Solidarity Fund.

*Description:* in 2007, 20 migrant associations from Bolivia, Colombia, Ecuador and Peru, with the support of two think tanks (CeSPI and SID in Rome), the Association of Italian Banks (ABI), the Lombardy Region, the Cariplo Foundation, the Cooperative Credit Banks (BCC), the Credit Bank of Peru, Interbank of Peru, the ETIMOS Consortium and the Italy-Latin America Network (RIAL) supported the creation of this fund<sup>498</sup> to channel money raised through collective mobilization (such as parties, lotteries, etc.). For each Euro collected, Italian

public and private donors have been donating another four Euro. Besides the significant amount collected, used to co-finance solidarity projects in the Andean countries of origin, the initiative has strengthened migrants' ties with their country of origin and with their communities in Italy.<sup>499</sup>

### III.v The Netherlands

*Project/Programme:* MIDA Ghana Health III.

*Description:* the Project (also implemented by IOM) lasted from 2008 until March 2012. Its objective was to contribute to the development of human resources in the health sector in Ghana by facilitating the transfer of knowledge of Ghanaian migrants through temporary assignments to Ghana. Ghanaian health workers also had the opportunity to take part in specialized training at health care institutions in the Netherlands. A 2010 evaluation found that the Ghanaian Health Service had started compiling a database of medical professionals willing and able to provide their services, which was seen as an indication that the Ghanaian government claimed more ownership of the project.<sup>500</sup>

*Project/Programme:* Dir Foundation's project.

*Description:* the migrants' organisation "Dir Foundation" implemented a project (2009-2012) funded by the Dutch government, through which 30 Ethiopians living in the Netherlands return to Ethiopia for a period of 6 to 12 months to share the knowledge and experience they had gained with local organisations active in development cooperation and economic development (.<sup>501</sup> The project was

<sup>496</sup> [http://www.cooperazioneallosviluppo.esteri.it/pdgcs/italiano/iniziative/Schedalniziativa.asp?id\\_paese=73&id\\_temi=20](http://www.cooperazioneallosviluppo.esteri.it/pdgcs/italiano/iniziative/Schedalniziativa.asp?id_paese=73&id_temi=20)

<sup>497</sup> EMN, 2010a, 2010b, op. cit.

<sup>498</sup> For more information see: [www.mandasoldiacasa.it/beta/doc/jpla.doc](http://www.mandasoldiacasa.it/beta/doc/jpla.doc); <http://www.cooperazioneallosviluppo.esteri.it/pdgcs/RassegnaStampa/070305-Sole24Ore.pdf>

<sup>499</sup> Ibid.

<sup>500</sup> Pharos and SMS, 2011, op. cit.

<sup>501</sup> Ministries of Foreign Affairs and the Interior (the Netherlands), 2011, op. cit.

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prematurely terminated due to budgetary and administrative concerns.

*Project/Programme:* IOM's Return and Reintegration Scheme (HRT).

*Description:* the Netherlands has been funding the IOM's Return and Reintegration Scheme (HRT) since 2004, offering financial support to former asylum seekers to return independently and voluntarily. The IOM projects assisted voluntary return and reintegration (AVRR) in Afghanistan and Iraq, offering in-kind support and small-scale projects for local communities dealing with many returnees, but was hardly used by the target group.<sup>502</sup>

*Project/Programme:* Capacity Building in Migration Management for the Regional Immigration Training Academy in Moshi

*Description:* this Project was implemented by the IOM and sought to support the training academy in two ways: 1) through the secondment of an experienced Immigration Training Specialist and 2) by providing assistance in the development of regional training modules and material. Through these aims, the project seeks to further the overall objective of the EAC Partner States to achieve greater harmonization in border management, build human resource capacity, and establish a sustainable regional training institute for Eastern Africa and beyond. It was started in 2009 and completed in 2011.<sup>503</sup>

### *Strengthening Diaspora*

*Strengthening diaspora policy:* the Hague-based African Diaspora Policy Centre (ADPC), jointly with a Ghanaian university, carried out a project to strengthen diaspora policy for

24 public servants from 12 African countries' ministries whose work relates to this area. The project contributed to greater alignment between diaspora policies in receiving and sending countries and there have been several requests from African ministries to support policy-making in this field.<sup>504</sup>

*Publications:* the Netherlands have funded an ICMPD study examining diaspora policy in 12 primarily African countries.

*Capacity building of diaspora organisations:* the Ministry of Foreign Affairs has also funded training, carried out by the development organization Context, on professionalisation for 30 migrant organizations, which as a result have developed a more robust structure. The 2012 evaluation found, however, that no concrete conclusions can be drawn regarding the extent to which these organizations will become fully fledged partners in development cooperation, as the organizations have not necessarily become more professional.<sup>505</sup>

*Twinning arrangements with cities of origin:* Netherlands has also co-funded the World Bank's Development Marketplace for African Diaspora in Europe (D-MADE), aiming to encourage African migrant organisations in six European countries to set up and implement innovative development activities in their countries of origin. The ministry however considered the project to have lacked in the area of management as well as the monitoring. A third supported project finalized in 2010 was implemented by the Seva Network Foundation (Seva) through which 123 migrants from 89 organisations learnt to professionalise their

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**502** Ibid

**503** More information on the project can be found here: <http://www.iom.int/cms/en/sites/iom/home/where-we-work/africa-and-the-middle-east/east-africa/tanzania.html>

**504** Research voor Beleid, 2012, op. cit.

**505** Ibid.



activities. Once the training was complete the organisations could submit project proposals to Seva. A total of 42 projects in various countries (50% in Africa) received funding.<sup>506</sup> Research voor Beleid found that generally the activities funded under this priority area have led to the intended results. A number of Dutch municipalities have twinning arrangements with towns outside the EU. Under the umbrella of these twinning arrangements diaspora organisations are active in some cases.

#### *Remittances*

*Website [www.geldnaarhuis.nl](http://www.geldnaarhuis.nl):* the Netherlands had intended to improve transparency in the Dutch market for remittances, primarily by supporting the website [www.geldnaarhuis.nl](http://www.geldnaarhuis.nl). A 2010 evaluation showed that the website was seen as informative and that it contributed to greater transparency but not enough people in the target group were aware of it, and that it did not reach the objective of attracting at least 300 000 users a year. The government, together with the organization responsible for the site, IntEnt, is considering a targeted promotional campaign to increase site traffic.<sup>507</sup>

#### **III.vi Norway**

*Project/Programme:* Pilot Project Pakistan (PPP). *Description:* a pilot project for development cooperation between the Norwegian government and diaspora /immigrant communities, initiated in 2008 and ended in 2010. PPP was initiated by the Ministry of Labour and Social Inclusion and implemented by the Ministry of Foreign Affairs and NORAD in cooperation with the Pakistani diaspora and non-governmental organisations.<sup>508</sup> The overall objective of PPP was to assist Norwegian-Pakistani

organisations that support development in their country of origin, but do not generally satisfy the requirements set out in the state funded normal development funding schemes. The pilot project received 50% funding from the NORAD, leaving the last 50% to private funding. After the end of the PPP, NORAD has continued its work on diaspora/immigrant groups. In its work NORAD encourages the integration of diaspora/immigrant groups and NGOs in the Norwegian development funding scheme instead of having a separate one. In 2011, a special call for proposals was made which was open to all Norwegian development NGOs (including diaspora/immigrant NGOs in Norway) for projects facilitating for such cooperation, including capacity building. Four Norwegian and one Pakistani organisation were granted funds. In 2012, NORAD continues to prioritize projects that emphasise cooperation between Norwegian NGOs and diaspora/immigrant NGOs, and also cooperation between the different diaspora/immigrant groups.

*Project/Programme:* Facilitate information exchange and increase the knowledge base: i-Map.

*Description:* together with six European countries, Norway has contributed to fund the project Interactive Map of Migration (i-Map). This project is led by ICMPD and seeks to facilitate access to information on migration. The interactive map seeks to ease the intergovernmental information exchange on migration and to support the development and implementation of knowledge-based initiatives (i-map.com). Norway contributed in 2010 with a total amount of 40 000 Euro.<sup>509</sup>

<sup>506</sup> Ministries of Foreign Affairs and the Interior (the Netherlands), 2011, op. cit.

<sup>507</sup> Ibid.

<sup>508</sup> EMN, 2012, op. cit. p. 39.

<sup>509</sup> Ministry of Justice and the Police (Norway), 2010c, op. cit.

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*Project/Programme:* Programme on Welfare, Working Life and Migration (VAM).

*Description:* the Norwegian Research Council is coordinating a research programme on Welfare, Working Life and Migration (VAM). The program is separated into five large projects, and one specific study out of 25 is devoted to migration and development. This study is conducted by PRIO, and is on the topic of return and resettlement.

#### *Circular Migration / Brain-drain*

*Ethical recruitment:* Norway is playing an active role within the World Health Professions Alliance and the World Health Organization (WHO) in order to develop a common framework for ethical recruitment, training and financing of international health workers<sup>510</sup>. In 2009, the government appointed two working groups that are developing national policy in this area. Their work was launched in order to produce reports to the Ministry of Foreign Affairs and the Ministry of Health and Care services. Norway is particularly committed in the development of international standards to prevent active recruitment of workers with higher education and knowledge that is of crucial importance to the country of origin.<sup>511</sup>

*Publications:* in 2009, the Norwegian Directorate of Health published a report on ethical recruitment of health workers (Recruitment of Health Workers, Towards Global Solidarity). The report was prepared by a working group with representatives from various ministries, agencies, local authorities and organizations.<sup>512</sup>

#### *Remittances*

*Facilitating transfer of remittances:* in order to promote development, and connected to the various international discussions on facilitating cheaper transfer of money for migrants, the Norwegian government emphasised in 2008 that measures to ensure and make it easier for immigrants living in Norway to transfer money to their country of origin should be a priority. The Ministry of Foreign Affairs launched a project in cooperation with the Norwegian Consumer Council, an independent body with the task to empower and provide consumers with the opportunity to make well-informed decisions on the usage of financial services. A new service on *Finansportalen.no* for comparing the prices of remittance transfers was established. The service is called "Sending money home – remittance price comparison".<sup>513</sup> Its purpose is to foster competition among the suppliers, and thus reduce the high costs of sending money from Norway to developing countries.<sup>514</sup> In February 2012, the data base "Sending money home" was certified by the World Bank. In addition, regulations for the operation of money transfer agencies in Norway have been liberalized. This has resulted in a considerable number of new agencies being established, especially in parts of Oslo where many immigrants reside.

#### **IIII.vii Spain**

*Project/Programme:* Initiative against Hunger and Poverty (IHT).

*Description:* in 2006, within the framework of co-development and the Initiative against Hunger and Poverty (IHT), and based on its

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<sup>510</sup> Ministry of Foreign Affairs (Norway), 2009a, op. cit., p. 45.

<sup>511</sup> Ministry of Labour and Social Inclusion (Norway), 2008, op. cit., p. 35.

<sup>512</sup> Norwegian Directorate of Health, 2009, op. cit. p. 5.

<sup>513</sup> <http://www.finansportalen.no/Sende+penger+hjem/Sending+money+home>

<sup>514</sup> Gulbrandsen, op. cit., p. 1.

own experience as a remittance receiver in the 60's and 70's, Spain launched four pilot projects with Morocco, Ecuador, Senegal, and more recently Colombia, with the aim to facilitate remittances and orient them towards productive investment in the countries of origin. The main objectives of these pilot projects were: supporting development through remittances; implementing networks between the different public and private actors in Spain and in the regions of origin (associations, communities, NGOs, local entities and banking institutions); building up a working methodology in order to reproduce the positive aspects of the Spanish experience; and testing efficient communication and coordination mechanisms. The projects were finalised between 2009 and 2010, but no official mention has been made of the results so far in the documents evaluating Spanish cooperation. It appears that remittances have suffered from the current economic crisis, and this has resulted in the prioritisation of integration projects to the detriment of remittance projects.

### III.viii Sweden

*Project/Programme:* CRA Civil Registry.

*Description:* implemented in Georgia. It runs from 2010 to 2013 with a budget of 2 487 760 Euro (3 262 890 USD). Sida intends to assist the Civil Registry Agency of Georgia, which is responsible for monitoring migration flows to and from Georgia, in addressing their civil data integrity through improving data mobility/information exchange among State Institutions; supporting CRA in improving voter lists accuracy; and helping CRA in creating unified a address registration system on a country scale.

*Project/Programme:* Romer Serbien.

*Description:* implemented in Serbia. It runs from 2010 to 2014 with a budget of 1 471

480 Euro (USD 1 929 965). The overall objective of the 1-year OSCE Inception Programme and the 3-year MHMR Programme is to contribute to improved inclusion of Roma into Serbian society, through strengthening of the MHMR capacities in the implementation of its mandate in leading, according to the PBA approach, the institutional reforms required to introduce new and efficient systems of monitoring, coordinating and reporting.

*Project/Programme:* The Partnership on Health and Mobility in East and Southern Africa (IOM-PHAMESA).

*Description:* implemented in the Sub-Saharan region from 2010 to 2012 with a budget of 5 250 750 Euro (USD 6 886 783). The Partnership on Health and Mobility in East and Southern Africa has 5 components: 1) Service Delivery and Capacity Building, 2) Advocacy for Policy Development, 3) Research and Information Dissemination, 4) Regional Coordination, 5) PHAMESA Governance and Control. The target groups included forced migration, irregular migration, trafficking/smuggling, child migration and migration to urban areas.

*Project/Programme:* Civil Society Urban Development Programme.

*Description:* implemented in Kenya during 2009/2012 with a budget of 3 267 460 Euro (USD 4 285 536). The projects aimed to support Civil Society in the Urban Sector with the overall goal to facilitate equitable and sustainable urban development through improved management, access to basic services, governance, and coordination, particularly for the urban poor.

*Project/Programme:* Swedfund

*Description:* Swedfund is a state-funded company whose goal is to promote develop-

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ment and which since 2007 has a financing programme that supports entrepreneurs with migration backgrounds in investing and developing businesses in their countries of origin.

*Project/Programme:* Cosmopolite.

*Description:* a project under the Ministry of Employment and Ministry for Foreign Affairs which looks at the connection between the people of foreign background residing in Sweden and the trade patterns between their country of origin and Sweden.

### III.ix Switzerland

*Project/Programme:* The Sri Lanka programme.

*Description:* collaboration with ILO (implementation of national labour migration policy) and Helvetas (strengthen civil society actors). Activities include: translation of the National Migration Policy into laws and mechanisms; institutional and operational strengthening of CSOs and the launching by the government of research aimed at defining policy recommendations in the area of reducing the psychosocial costs of migration; a study on the tourism industry as an employment opportunity for returning migrants.

*Project/Programme:* South Asia regional programme.

*Description:* support from the Nepal based M&D advisor for the development and implementation of migration projects in Nepal, Bangladesh and Sri Lanka contributes to identifying potential synergies, discovering opportunities for information exchanges with peers, collating more evidence on gaps between policy and implementation, and gaining a clearer

understanding of the dynamics in the South Asia – Middle East migration corridor.

*Project/Programme:* Middle East.

*Description:* main policy outcomes have been defined in the Middle East programme Strategy 2012-2014: Improving the regulation of the labour market system, reforming the kafala system, protecting migrants' rights for development, and supporting the dialogue between Asian countries of origin and Middle Eastern destination countries. ILO project for inclusion of domestic workers under the labour law in Lebanon is ongoing, and the UNODC project for improving criminal justice responses to trafficking in human beings phased out at the end of 2011.

*Project/Programme:* Nigeria programme.

*Description:* GPMD is engaged in three domains in line with its action plan: diaspora for development, migration and development policy, and reintegration of youth on the move within a regional dimension.

*Project/Programme:* Tunisia programme.

*Description:* is focused on a) on reform of the *Office des tunisiens à l'étrangers* and, more generally, supporting the contribution of diasporas to the newly shaped development of Tunisia; b) revising the M&D approach within a more general review of migration policy; and c) promoting the integration of migration as a factor of development in the review process of selected sectoral policies and d) improved articulation of the resources of numerous returnees with challenges to local development.

Below are details of the project per programme component.

**Table 8:** GPMD main ongoing or planned projects per programme components<sup>515</sup>

Program Component	Project title	Geographical Focus	Budget Total in CHF	Budget Total in Euro
<b>Global / Regional dialogue</b>	Support to International Dialogue on M&D (GFMD, UNHLDHLD)	Global	3 823 500	3 142 100
	Institutional Partnership with WB	Global	5 000 000	4 108 940
<b>Labour Migration</b>	Research on Impact of migration (CRIS)	Selected Countries in Africa / Asia	2 300 000	1 890 110
	Improving labour migration Middle east	Middle East	5 000 000	4 108 940
	Sri Lanka Migrant Workers	Sri Lanka	1 692 100	1 390 550
	Decent Work for Migrants Middle East	Middle East	5 000 000	4 108 940
	Interregional Arab Labour Migration	North Africa	3 600 000	2 958 430
	Local Migration Governance	North Africa	2 100 000	1 725 750
<b>Integration of migration into development Planning</b>	West Africa Network for the protection of Children	West Africa	2 938 650	2 414 950
	Mainstreaming migration into development planning (IOM/UNDP)	Selected countries	6 000 000	4 930 720
	M&D Programme in West Africa	West Africa	9 250 000	7 601 530
<b>Migrants organisations / Diaspora</b>	Linking Emigrant Communities for more development AMEDIP	Africa	2 610 000	2 144 860
	Community of Tunisian 4 Development	Tunisia	3 000 000	2 465 360
	Project with Nigerian Diaspora (NIDOE)	Nigeria	400 000	328 715
<b>Others</b>	Backstopping Mandate ICMPD	Global	1 650 000	1 355 950
	Network Activities	Global	200 000	164 357
	Yemen Partnership Hospital	Yemen	1 500 000	1 232 680

### III.x United Kingdom

*Project/Programme:* Temporary migration schemes.

*Description:* until 2008, the UK operated two temporary migration schemes for the low-skilled sector for the non-European Economic Area (EEA) citizens: the Seasonal Agricultural Workers Scheme (SAWS) and the Sectors

Based Scheme (SBS), which broadened the use of temporary labour for non-seasonal sectors (hospitality and food-processing). The SBS was designed as a non-seasonal programme that would allow TCNs to work in the UK in a specified job for a period of up to 12 months. Upon departure individuals were allowed to return on another SBS permit after two months.<sup>516</sup>

<sup>515</sup> Projects as of October 2012, most of them pluriannual

<sup>516</sup> Home Office/UK Border Agency, 2011c, op. cit.

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*Project/Programme:* Commonwealth Scholarship and Fellowship Plan (CSFP).

*Description:* provides an opportunity for citizens of other Commonwealth countries to come to the UK for a fixed period of time and enhance their knowledge in a particular field. The Plan is co-funded by the FCO and DFID. A 2009 evaluation on the regional impact of the CSFP scholarships in the Caribbean showed the popularity of the scholarships and the ways that they positively contributed to regional development. The majority of alumni are working in their home countries. Most of them are active in professional and managerial roles in higher education and other sectors relevant to the needs of the Caribbean.<sup>517</sup>

*Project/Programme:* Empowerment of migrant women families in India.

*Description:* in the field of migration and the environment, DFID has recently completed a project on the "Empowerment of migrant women families in India" which sought to reduce/eliminate seasonal distress migration through ensuring food and livelihood security to migrant families (2005-2010; Euro 231 973 Euro; £198 339).

*Project/Programme:* Foresight Migration and Global Environmental Change.

*Description:* the project was implemented by the UK's Government Office for Science. It was concluded in 2011 and examined how profound changes in environmental conditions, such as flooding, drought and rising sea levels, will influence and interact with patterns of

global migration over the next 50 years. The analysis shows that 1) rather than fleeing from risk areas, millions of people are actually going to continue to migrate towards environmentally vulnerable situations. By 2060 there could be nearly 200 million more people living on floodplains in coastal cities in Africa and Asia, facing flooding, water shortages and other major hazards; and 2) it is those people who are not able to migrate, and are trapped in areas of environmental threat, who will be a major concern. For many millions, and particularly for the poorest of the poor, this will be the more likely scenario. Migration is expensive, and as environmental conditions erode people's livelihoods, building the resources necessary to relocate safely when needed will become increasingly difficult.

*Project/Programme:* [www.sendmoneyhome.org](http://www.sendmoneyhome.org)

*Description:* regarding remittances, DFID initiated [www.sendmoneyhome.org](http://www.sendmoneyhome.org) in 2005. The site provides information for remittances, aiming to improve cost and security for those transferring money to the developing world. The website is no longer funded or managed by DFID as the private sector has taken over.

*Project/Programme:* Remittance and Payments partnership.

*Description:* in 2006, the UK and Bangladesh entered a Remittance and Payments partnership (concluded in 2011), and Ghana and the UK entered a Remittance Country Partnership in 2009. In 2011, the UK-Ghana remittances corridor was evaluated.

*gramme:* Returns and Reintegration Fund (RRF).

*Description:* as return and reintegration is a migration priority for the current government, this project is being funded by contributions from the FCO, DFID, and the Home Office. The overall aim of the Returns and Reintegration Fund (RRF) is to increase significantly the number of foreign national prisoners (FNPs) and failed asylum seekers (FASs) who return to their countries of origin, and to ensure effective reintegration into their home communities. Funding is therefore allocated to countries where the UK can run projects that will bring about an increase in the rate of return of FASs and FNPs. To balance the interests of different departments on return and reintegration, the joint Fund provides the following solution: one member of DFID works within the RRF to ensure that the projects are well managed and undergo monitoring and evaluation. DFID funding is only awarded to projects that are ODA-eligible. Independent organisations can also apply for funding under the RRF.

*Project/Programme:* Diaspora Volunteering Programme.

*Description:* implemented for 3 years from 2008 with a budget of 3 508 730 Euro (£3 m), it targeted diaspora groups to run overseas volunteering programmes. The programme had two streams: capacity building and funding.

*Project/Programme:* Common Ground Initiative.

*Description:* implemented through Comic Relief since 2009. The budget is 21 052 400 Euro (£18 m) over three years. The initiative aims at supporting African development through small UK-based and diaspora organisations, building on Comic Relief's existing track record of funding such groups.

*Diaspora groups*

*Consulting diaspora groups on their policy and practice:* for example, consultations about their Pakistan country plan were held with Pakistani communities in London, Birmingham and Glasgow.







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ISO 9001:2008  
certified

ISBN 978-3-902880-02-4